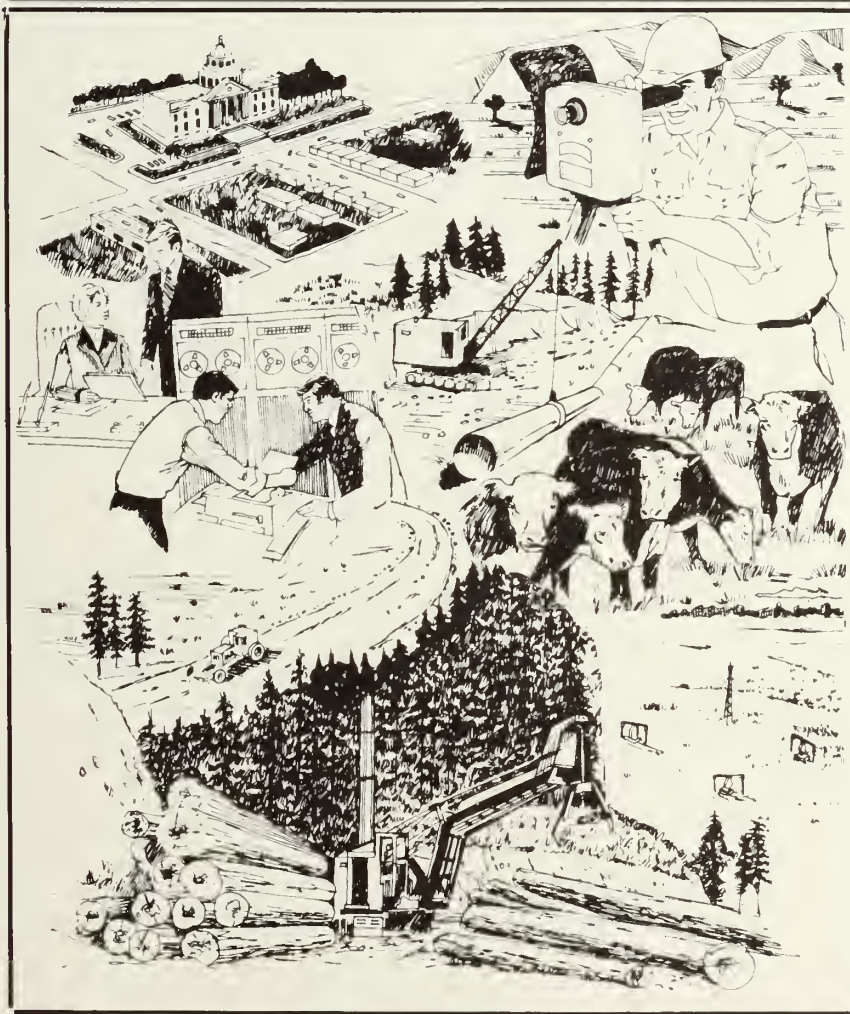




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Managing the Nation's Public Lands



January 31, 1983

U.S. Department of the Interior
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Managing the Nation's Public Lands

A Program Report Prepared Pursuant to
Requirements of the Federal Land Policy
and Management Act of 1976

January 31, 1983

U.S. Department of the Interior
Bureau of Land Management

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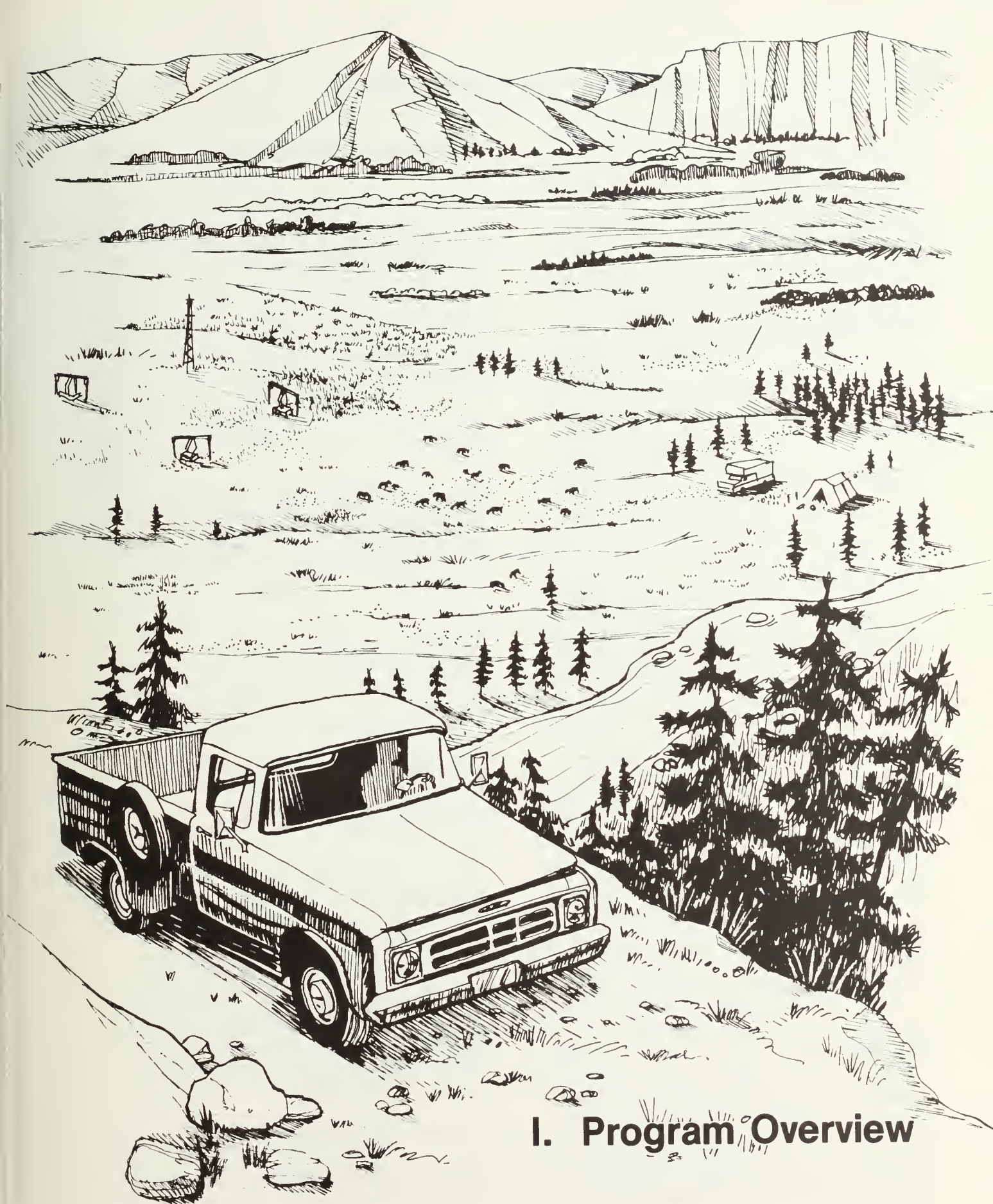


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MANAGING THE NATION'S PUBLIC LANDS

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I. Program Overview

I. PROGRAM OVERVIEW

A. GOALS AND ACCOMPLISHMENTS

The Bureau of Land Management manages some 300 million acres of public lands and related resources located primarily in the West and Alaska. Orderly development and wise use of these resources will benefit all Americans, now and in the future. Sound management requires the striking of a balance between the many uses of the public lands, and the Bureau is committed to achieving this balanced use, emphasizing energy and mineral self sufficiency, streamlining policies and regulations, and improving our Good Neighbor Policy to develop a cooperative spirit in the West.

Major accomplishments in fiscal year 1982 toward meeting these goals were:

- The BLM backlog of noncompetitive oil and gas lease applications was reduced by the end of FY 82 to only 961 cases. BLM began the year with a backlog of 13,400 applications that were 6 months old or more with an additional 21,404 applications becoming 6 months old during the year.
- Oil and gas leasing was initiated in the National Petroleum Reserve in Alaska in FY 82. Thirty-seven leases covering more than 905,000 acres were issued as a result of the first two competitive lease sales. Total high bonus revenues from these leases were \$66,887,504.
- Revenues from the Federal simultaneous oil and gas leasing program in FY 82 climbed to \$99,811,450 from \$43,800,00 in FY 81. The increase in revenues is largely attributable to the filing fee increase to \$75 that became effective in February 1982.
- Noncompetitive oil and gas leasing in the non-North Slope portions of Alaska public lands resumed in FY 82 with the opening by Public Land Order of 276,480 acres in the Minchumina area and 2,969,659 acres in the Denali-Tielkel area to the mineral leasing laws. Eighty-three leases covering 268,055 acres were issued in Minchumina with total year end revenues of nearly \$280,000. Also, 369 lease offers covering about 1 million acres in Denali-Tielkel were received for processing. This leasing activity is the first in nearly 15 years in Alaska.
- Revenues from Outer Continental Shelf leasing totaled 7 billion in FY 82.
- State and county governments received 653.7 million from revenues produced from public lands.
- County governments received an additional 95.4 million from appropriated funds.
- Revenues from geothermal lease sales climbed to more than \$23.5 million in FY 82, from \$7.2 million in FY 81 and only \$1.4 million in FY 80. In addition, the eight-year backlog of noncompetitive geothermal lease applications for BLM-administered lands was eliminated. Of particular importance, the number of geothermal leases in California, the State with the highest geothermal energy potential, more than quintupled in FY 82.
- In FY 82 a total of 38 coal leases covering about 83,500 acres were issued. Recoverable coal reserves in these leases are estimated at 1.4 billion tons.
- Final amendments to the Federal coal management rules became effective August 30, 1982, making the leasing process more efficient.
- Major revisions were proposed in all nonenergy mineral programs. These revisions would clarify the regulations, streamline the processing of applications for permits and leases, and reduce the regulatory requirements imposed upon applicants. As a result, nonenergy minerals will become more readily available for exploration and development.
- Career options for employees in the energy and mineral programs were significantly increased with the reclassification of management positions from the 401 series (biological) to the 301 series (general). This opened positions such as Area and District Manager to persons in the physical sciences such as geologists.
- Almost 20,000 acres were conveyed to state and local governments under Secretary Watt's Good Neighbor Program. At the end of FY 82, 472 applications involving 187,415 acres remained to be processed by BLM.
- 274 Public Land Orders were issued revoking withdrawals on 7.2 million acres. Some 1.5 million acres were opened to mineral leasing and 4.6 million acres opened to mining location.
- BLM exchanged 95,421 acres for state or private lands. In FY 81 71,900 acres were exchanged.
- 80,000 acres were transferred to the lower 48 western states under state indemnity selection rights. The remaining entitlement to be transferred is 565,000 acres.
- The Bureau identified more than 2.7 million acres as potentially suitable for disposal under the Asset Management Initiative.

- BLM right-of-way regulations were simplified and expedited, reducing the cost to both the government and the public. A BLM Right-of-Way Manual was developed to implement these regulations.
- There was a significant increase in right-of-way grants to facilitate energy mineral development. A total of 5,066 rights-of-way were granted in FY 82.
- BLM opened more than 417,000 acres in Alaska to occupancy leasing and disposal under FLPMA. 2,376,000 acres were opened to mining (the first since 1974).
- BLM conveyed more than 13.3 million acres to the State of Alaska, bringing the total to 67.4 million acres, about 65 percent of its entitlement.
- BLM issued decisions to convey more than 7 million acres to Alaska Native Corporations, bringing the total to 30 million acres, about 68 percent of their entitlement. 22.3 million acres have been conveyed to date.
- BLM's wilderness study policy was substantially revised, reducing cost and returning lands determined unsuitable for wilderness to multiple use as soon as possible.
- A final grazing management policy was issued in FY 82. This policy places federal resource management investments where they are most needed. The result will be more effective and efficient management while meeting the objective of protecting and improving rangeland condition and productivity.
- A final renewable resources monitoring policy statement, issued on April 16, 1982, provides direction for the coordinated planning and implementation of monitoring studies.
- Final amendments to the grazing regulations were published in the *Federal Register* September 21, 1982. These amendments simplified the existing regulations as well as incorporated changes required by the final grazing management policy.
- More than 9,300 horses and burros were removed from the public lands in FY 82. Approximately 7,200 of those animals were placed in private maintenance.
- To make the Adopt-A-Horse Program more self sustaining, BLM implemented a fee increase to \$200 for a wild horse and \$75 for a burro plus transportation costs. This transferred more of the costs to individuals benefiting from the program.
- More than 1.2 billion board feet of timber were sold in FY 82 for 105 million dollars, and re-

ceipts from actual timber harvests were \$87.4 million.

Another major accomplishment of the Bureau was the installation of a Management by Objectives (MBO) system throughout the Bureau. The system is designed to achieve sound management of the Nation's public resources with the appropriate environmental standards. Plans call for automation of the entire system by February 1983. MBO gives Bureau managers tools that have not existed before. The most important Bureau programs and tasks are tracked with completion and target dates assigned to the responsible Bureau official. The Secretary has been impressed with the Bureau's system. He meets monthly with top Bureau managers to review progress toward meeting the Bureau's highest priority commitments.

These accomplishments point to a balanced natural resources philosophy, one the Bureau intends to follow under this Administration. The results are already apparent and they will be even more discernible in the future. The Bureau is committed to becoming a better public landlord and trustee over the resources it manages for the people of this Nation.

B. THE RESOURCES MANAGED BY THE BUREAU

The Bureau of Land Management (BLM) is responsible for achieving balanced and effective multiple use management of publicly owned land. These lands include 175 million acres in 11 western states and 77 million acres in Alaska. In addition, about 58 million acres in Alaska are being managed by BLM pending transfer to the Natives and the State. BLM also manages approximately 422 million acres of Federally owned subsurface rights throughout the Nation underlying lands that are administered by other agencies or are privately owned. BLM also administered oil and gas leasing on the 1.1 billion acres of the Outer Continental Shelf (OCS) until that function was consolidated into the Minerals Management Service, created in May 1982.

Throughout the last century, to raise revenues and to encourage development of the West, the Federal Government sold or granted vast tracts of public domain land to homesteaders, towns, states, railroads and other private companies. Most of these public domain lands had been acquired by the Federal Government in the course of our national expansion. The Federal Government also reserved millions of additional acres for such uses as National Parks and Forests, wildlife refuges, and defense installations. The lands that BLM currently manages are lands which, for one reason or another, were

not transferred to private ownership or other Federal agencies.

The public lands managed by BLM in the western states and Alaska are now some of America's last wide-open spaces. National attention has turned to the rich resources of the public lands as the Nation seeks to meet its growing needs for energy, food, timber, minerals, water, wildlife, and recreation. This attention is long overdue and, not surprisingly, has generated increased interest over how to manage and use public land resources. The facts cited below indicate that the stakes are high and continue to grow.

- The onshore public lands provide about 4.5 percent of domestic oil production and about 5 percent of domestic natural gas production.
- Half of the Nation's coal reserves are in the West, and as much as 60 percent of that coal is owned by the Federal Government. BLM also administers substantial eastern coal reserves, the largest portion being in Alabama.
- More than 55 million acres of public land are prospective sources of geothermal energy. In addition, approximately 2 million acres have been identified as known geothermal resource areas.
- Some 35 percent of the Nation's uranium reserves are found on public land in the Wyoming basin and on the Colorado plateau.
- About 80 percent of the Nation's oil shale, the largest known reserve in the free world, lies under public lands, mostly in Colorado and Utah.
- The eleven major tar sand sites occur on public lands in Utah, and are estimated to contain almost 2 billion barrels of recoverable oil.
- The public lands contain an enormous storehouse of the Nation's non-energy mineral deposits, including some of the world class deposits of molybdenum, phosphate, and potash.
- More than 22,000 livestock operators graze about 5.5 million head of domestic livestock on the public lands. Approximately 11 million animal unit months of forage were harvested from these lands in 1982.
- About 1.2 billion board feet of timber, are harvested from the public lands in an average year.
- The public made an estimated 100 million visits last year to hundreds of unique recreational areas on the public lands. These areas include 14 Wild and Scenic Rivers, 17 National Trails, and 36 Outstanding Natural Areas. In addition, 42 National Natural Landmarks and 28 Research Natural Areas have been designated on lands administered by BLM, and two areas

have been identified for possible inclusion in the Biosphere Reserves System.

- BLM has the Nation's largest cultural resource management responsibility. There are more than 200 archaeological and historical sites already listed on the National Register of Historic Places; 350 more are pending. Nearly 8,500 other sites or areas are potentially eligible for nomination, and inventories are annually identifying an additional 200-500 sites of major cultural significance.
- No single Federal or State agency manages more wildlife habitat than BLM. The public lands are home to one out of every five of the big game animals in the entire United States, including most of the caribou, brown and grizzly bears, desert bighorn sheep, moose, mule deer and antelope. BLM also manages 47 million acres of wetlands, 30 million acres of riparian habitat, 669,000 miles of perennial streams, and nearly 5 million surface acres of lakes and reservoirs. These lands contain more than 90,000 miles of streams that contain trout, salmon, and other sport fish.

The magnitude and value of these resources, along with the high potential for conflicting demands and uses, make BLM issues some of the most pressing domestic resource policy issues facing the Nation. BLM is involved in many high-visibility issues: offshore and onshore oil and gas development, energy facility siting and transcontinental pipelines, coal development, synfuels, nuclear and other hazardous waste disposal, timber production, the availability of water and land for urban development, the disappearance of the Nation's open spaces, and many others.

In addition to providing energy, food, mineral, timber, wildlife, and cultural resources, the public lands provide revenues to the Federal and State treasuries. An estimated 7.9 billion was collected in FY 82 and turned over to the Federal Treasury. Portions of this money were paid to state and local governments. These revenues were paid by users of the public lands and the OCS in the form of grazing fees; energy and minerals lease sale receipts, filing fees, royalties, and rental payments; timber sale payments; recreation and firewood permit fees, etc. (More detailed information on these revenues and their distribution is provided in Parts II and III of this report.)

C. THE HISTORY OF BLM'S MISSION

In 1785 the Surveyor General began the first land survey under the United States rectangular survey

system, and the first sale of public lands was held in New York City in 1787. Similar sales were conducted by the Board of Treasury for 25 years. To meet demands of pioneers and frontiersmen, Congress established the first land offices in Ohio in 1800, and followed up by establishing The General Land Office in 1812. In 1849, The General Land Office became part of the Department of the Interior.

The deteriorating condition of the public lands after the turn of the 20th century, underscored by the drought and depression of the 1930's, resulted in the passage of the Taylor Grazing Act in 1934. The U.S. Grazing Service made the first effort to actively manage the unreserved public lands. The Act focused primarily on grazing management, rather than on a broader spectrum of uses, still reflecting perspectives that would change following World War II. The Act perpetuated the assumption that the public lands would eventually be transferred to private ownership.

This assumption was reinforced in 1946 when the Bureau of Land Management was formed, through the merger of the General Land Office and the Grazing Service, to serve as custodial manager of the public lands. BLM's management authority was scattered among a myriad of existing laws involving mining and mineral leasing, grazing, timber, material sales, public land sales, etc. The scattering of authority made BLM's operations complex, inefficient, often times *ad hoc*, and reflected a lack of clarity about BLM's mission. Combined with the assumption that the land would eventually be disposed of, this confusion had the effect of limiting the extent to which Congress was willing to provide funding for investments that would improve the productivity of the public lands.

In the Classification and Multiple Use Act of 1964, Congress established a temporary process for reviewing the public lands in Federal ownership to determine which should be classified as suitable for disposal, and which contained values that would make them best suited for retention in Federal ownership. In the same year, Congress created the Public Land Law Review Commission to study the issues of public land management and recommend needed changes in policy and authorities.

The Commission's report was referred to frequently in the development of what became the Federal Land Policy and Management Act (FLPMA) of 1976. The first version of this comprehensive public land law was introduced a year after the release of the report in 1970. After consideration by three Congresses, the Act reflects changing public priorities that had evolved over a decade.

FLPMA clearly establishes the national policy that the public lands shall be retained in Federal owner-

ship and managed for all Americans under the principles of multiple use and sustained yield. Lands are disposed of only if, as a result of land use planning procedures provided for in the Act, it is determined that disposal of a particular parcel will better serve the national interest. The Act mandates that decisions on the use of the lands be based on inventories of the resource base and on the results of considering alternative levels and types of use. Furthermore, the decisions are to be made with the full participation of the public, and a careful balancing of the interests of competing users.

D. CURRENT RESOURCE DEMANDS AND MANAGEMENT EXPECTATIONS

The creation of a comprehensive legislative mandate (FLPMA) came at a time when demands on the resources of the public lands were increasing rapidly. The growing scarcity of basic commodities, a gradual shift in the demographic center of the Nation to the West and South, increasing national affluence, more leisure time, and an appreciation of environmental values have all intensified pressures on the public lands. These uses are for such sometimes competing purposes as energy production, wildlife habitat, urban growth, wilderness preservation, and recreation, as well as the traditional uses such as livestock grazing, timber production, and mining.

1. What the Public Wants from BLM

The Bureau of Land Management continues to ask the public to express their needs from and their expectations for the public lands. BLM has contacted Governors, State officials, State and regional interest groups, county and local officials and individuals asking them to identify both public land needs and problems with public and management and to suggest opportunities and priorities for the 1980's.

Improving the productivity of the public lands is often identified as a high priority, with particular emphasis on increased energy production. The public also wants BLM to develop the public land resources (rangeland, forests, energy and minerals, etc.) with sensitivity to social, economic and environmental impacts.

Improving Bureau methods for protecting resource values threatened by changes in land use is an equally important goal. This can be achieved by identifying potential adverse impacts associated with changes in the use of public lands, and developing and implementing measures to manage and

protect threatened resource values such as wildlife, cultural or historic sites, and unique natural areas.

Through a multi-discipline planning process, BLM is providing timely decisions that carefully consider State and local concerns and priorities and include effective public participation. The Bureau has developed methods for resolving conflicting uses, policies and procedures which involve the public in the resolution of the potential impacts of alternative land uses. In addition, public land use decisions reflect the social and economic needs of communities and individuals.

2. Mandated Responsibilities

As interest in and demands on the resources of the public lands have increased, so too have Congressional, Judicial, and Executive mandates for more intensive management, improved protection, and expanded services. Many of these mandates have specific schedules and deadlines for completion. Recent notable legislative mandates include:

- a review of withdrawals of public land made prior to October 21, 1976 to be completed by 1991;
- offer oil and gas leases in the National Petroleum Reserve in Alaska.
- a report to Congress by December 31, 1985 on the current grazing fee formula; and
- a review of potential wilderness areas to be completed by 1991.

Judicial mandates which have had the greatest impact on the Bureau's management responsibilities include:

- 144 Environmental Impact Statements (EISs) for livestock grazing on 170 million acres of public rangeland by 1988;
- EISs on forest management in Oregon and portions of California and Idaho by 1982; and
- public land designations as specifically open or closed to off-road vehicle use by the end of 1987.

Also, numerous recent Executive Orders have mandated a variety of special surveys and inventories of, for example, cultural, wildlife, wetlands, and endangered species resources prior to permitting the use of public land for development.

In order to comply with all these public demands and statutory requirements, it became imperative that BLM establish a flexible, integrated and responsive management system.

E. THE DEVELOPMENT OF A RESPONSIVE MANAGEMENT SYSTEM

The Bureau's budget and its functional organization are divided into programs designed to address one or more resource management objectives such as: energy and minerals management, range management, and forest management. When statutory, judicial, or administrative mandates change, BLM is often expected to rapidly shift available funding and personnel resources from program to program to adjust to new demands. In FY 82 the Administration emphasized increasing the efficiency and effectiveness of the Federal Government. BLM responded by streamlining many of its processes and systems, emphasizing the energy and mineral programs.

When it drafted FLPMA, Congress recognized that public land management is not simply a matter of administering a series of programs to address isolated problems and issues. The central reality of public land management stems from the nature of the lands themselves. BLM manages an intricate combination of natural resources—from coal to caribou, watershed to cultural resources—which interlock in a system wherein change in the use of one almost invariably means change in another. FLPMA mandates a management approach which reflects the sensitivity and complexity of these multiple uses. BLM has developed and implemented a management system to meet this FLPMA mandate and to guide its decisions and actions. There are four key elements in this system:

- a planning and decisionmaking process that provides a balance among the range of alternative uses and includes unprecedented public input, and directs BLM's implementation activities;
- implementing land use plans, particularly by making on-the-ground improvements that increase productivity and resource values on the public lands;
- monitoring resource conditions on the public lands, to determine the effectiveness of a wide range of activities; and
- service, operations and maintenance activities to meet the public's needs, and to provide cost effective protection of existing investments.

A key to understanding BLM's operation is to realize that a decision made to delay or expedite one BLM program, one resource, or one element of BLM's management system necessarily affects and involves other BLM programs and resources as well. Under existing statutes and Executive Orders, for example, BLM cannot issue a coal lease, approve a transmission route, or construct a range improvement project before impact assessment work

is completed. Similarly, BLM cannot designate a special environmental area or permit off-road vehicles to use a particular area without first considering how other resources in the area will be affected and what other uses might be made of the land.

BLM's management process is capable of efficiently, effectively, and fairly resolving many of the conflicting demands placed upon the public lands and of facilitating the development of needed resources while protecting other resource values from inadvertent damage or destruction. Recent appropriation requests have reflected a strong commitment to this balanced multiple use management approach.

F. BLM's BUDGET

1. Recent Trends FY 76 to FY 81

Between fiscal year 1976 and 1981 appropriations steadily increased, primarily due to three factors: 1) the increased value of public land resources and the corresponding increase in amounts of shared revenues paid to state and local governments; 2) the increased national emphasis on energy development; and 3) a more active management of the public lands in response to FLPMA.

The largest increase was, and continues to be, in appropriations that are simply passed through to state and local governments. Shared revenues (primarily receipts from mineral leasing) increased more than 150 percent between FY 76 and FY 81. The addition in FY 77 of an appropriation for Payments in Lieu of Taxes also added about \$100 million per year to BLM's appropriation.

BLM's operating budget almost doubled during this period. Energy and mineral management increased three-fold, and renewable resource management increased 2.5 times.

2. Funding Trends Since FY 81

Fiscal year 1981 marked the beginning of a new direction in the management and funding of BLM, with the operating budget being relatively stable. New management direction and an increased emphasis on fiscal restraint are reflected in the major objectives established by the Secretary for BLM. These objectives, which have guided program and budget decisions for FY 82 and FY 83 are:

- to develop and implement a policy for management of the public lands which encourages multiple use and local participation in the process before management and policy decisions are made;

- to expand opportunities for energy and mineral resource use of public lands through streamlining the leasing process and improving management of energy resources; and
- to enhance the Environmental Impact Statement (EIS) process to make it a cost effective and integral part of the decisionmaking process of the Department of the Interior and enhance the value of EISs to the public.

BLM's commitment to meeting these objectives and the need for fiscal restraint is reflected in both the FY 82 and FY 83 budget. For example, the FY 82 budget incorporated the following:

- Restraint in all Management of Lands and Resources activities with the general budget emphasis placed on high priority programs. An overall thrust of increasing or maintaining accomplishments through program efficiencies was also reflected.
- Emphasis on energy and minerals management activities. Energy leasing management was emphasized with a priority on eliminating the application backlog for oil, gas, and geothermal leases while maintaining environmental safeguards.
- Emphasis on responding to public and state government applications for land exchanges, state indemnity selections, cadastral survey priorities and other lands and realty casework.
- Adoption of new procedures and simplified processes to reduce costs and accelerate completion of withdrawal review, land use planning, wilderness review, and other tasks.
- Changes in policies to reduce Federal spending by transferring costs to others when it is appropriate (e.g., range maintenance costs).
- Speeding up decisionmaking and eliminating excessive costs of studies and inventories.

The FY 83 budget reflected further commitment to the above objectives through:

- Increasing funding to eliminate lease backlogs, operate a full scale leasing program outside the NPR-A, and establish a full scale oil shale program;
- increasing funding to expedite land conveyances, use authorizations and the processing of energy related rights-of-way;
- transferring the Outer Continental Shelf program to the Minerals Management Service to consolidate offshore minerals programs under one agency;

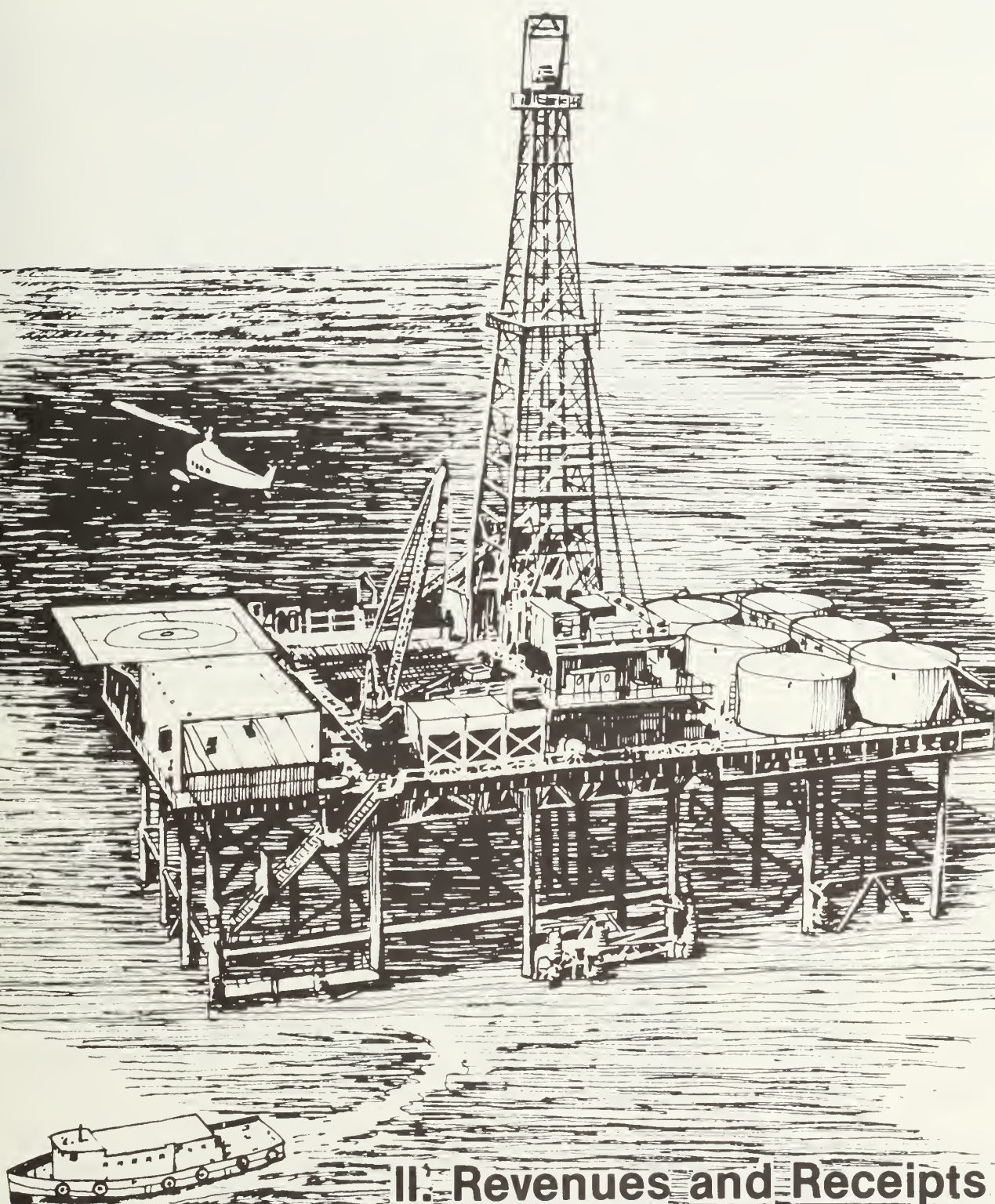
- consolidating onshore leasing management in the Bureau with the transfer of certain functions from the Minerals Management Service;
- targeting forestry funding to the most productive commercial forest lands;
- limiting mineral survey coverage and costs for wilderness suitability studies to only those areas found suitable for wilderness designation;
- streamlining the planning process to reduce the time required for plan preparation and increasing use of existing planning data;
- reducing the intensity of inventory work, streamlining the EIS process and activity planning while expanding on-the-ground monitoring in renewable resources management;
- decreasing the number of EIS's, inventories and technical investigations required in the coal program; and
- absorbing increases in uncontrollable General Administration costs by reducing personnel costs, resulting in no net increase in General Administration in FY 83.

3. Budget Development

The Bureau has also instituted other changes designed to increase efficiency and effectiveness, including:

- transfer of maintenance and engineering services costs to the Management of Lands and Resources appropriation and a single, reduced appropriation request made for BLM's capital improvement and land acquisition programs;
- the practice, begun in FY 81, of requesting a direct appropriation for the Oregon and California Grant Lands in place of the previous indefinite receipt limitation account; and
- transfer of costs to users when appropriate (e.g., range maintenance costs that should be borne by livestock operators).

In summary, BLM's FY 83 budget remains committed to fiscal restraint coupled with efficient and effective management of our national resources. Despite budgetary limitations, BLM will continue to emphasize active management of the Federal lands under its jurisdiction and will provide support for a strong and independent national economy through increased emphasis on energy development and continuing efforts to eliminate, reduce or streamline procedures.



II. Revenues and Receipts

II. REVENUES AND RECEIPTS

A. Receipts and Allocations

The Bureau of Land Management is a primary collector of revenues. Gross receipts from the sale, lease and use of public lands and resources have been increasing steadily, and totaled approximately 7.9 billion in FY 82. Of this amount, 653.7 million will be returned to the states, 487.5 million was given to the Reclamation fund, 35.7 million was given to other Federal agencies, and the remaining 6.7 billion went into the general fund of the U.S. Treasury. An additional 0.8 billion was deposited in special OCS accounts in the Treasury. By comparison, only 422 million was then appropriated from the Treasury to BLM for operating expenses in FY 82. This is a ratio of \$20 collected for every \$1 appropriated.

The development and use of the public lands and resources managed by BLM generate receipts from a variety of sources. Bonus bids and royalties from Outer Continental Shelf (OCS) leasing account for the vast majority of receipts, 6.3 billion or roughly 79 percent of total receipts in fiscal year 1982. Accelerating interest in energy and mineral exploration and development on public lands is strongly reflected in the increasing 1981, 1982, and projected 1983 receipts from BLM's mineral leasing programs; a trend that became most notable in 1973 when international energy supplies became increasingly unstable and costly. Although still significant, receipts from timber sales on the public lands have

recently decreased because of the depressed condition of the housing industry. Timber receipts were 87.4 million in FY 82. BLM also generates receipts from a variety of other sources, including sales of public lands and materials, fees and commissions, grazing, right-of-way leases, and permits.

Exclusive of the Offshore OCS Leasing Program, receipts from the development and use of public land resources were allotted in FY 82 under a variety of public-land-payment programs as follows:

- FLPMA increased the state's share of public land payments by amending the Mineral Leasing Act to raise the share of mineral leasing receipts returned to the states from 37.5 percent to 50 percent. FLPMA also stated that these funds could be used for any purpose a state legislature directs, with priority to be given to the state subdivisions that are socially or economically impacted by mineral development.
- In 1976, Congress passed the Payments in Lieu of Taxes (PILT) Act to authorize payments to local units of government containing Federally owned tax-exempt lands. These payments supplement revenue sharing funds and are made directly to local governments. BLM is responsible for processing PILT payments for Federal entitlement lands administered by BLM and six other Federal agencies. In 1982 BLM processed payments totaling about \$95.4 million.

Table 1 lists BLM receipts for 1981, 1982, and projections for 1983:

TABLE 1— BUREAU OF LAND MANAGEMENT RECEIPTS

	FY 1981	FY 1982	FY 1983 Estimated
STATEMENT OF PUBLIC LANDS RECEIPTS			
Mineral Leases and Permits	\$821,989,507	\$1,420,568,838	1,537,000,000
Sales of Public Lands & Materials	4,828,873	3,598,726	7,000,000
Sales of Public Timber	15,724,745	6,346,266	10,000,000
Fees and Commissions	43,830,722	4,427,619	5,400,000
O&C Lands (Timber Sales)	193,911,483	78,596,218	100,000,000
Coos Bay Wagon Road Lands (Timber Sales)	6,107,957	2,458,116	2,600,000
Grazing Fees	24,884,317	20,878,691	16,157,000
Rights-of-Way	587,600	1,299,440	1,499,000
Miscellaneous Leases and Permits	1,259,314	81,617,788	327,000
Nonoperating Revenue ¹	12,108,892	8,655,510	11,250,000
Other ²	359,182	512,855	4,000
Rent of Land	15,850,153	1,323,897	1,025,000
Total	\$1,141,442,745	\$1,630,283,964	\$1,692,262,000
ALLOCATIONS OF PUBLIC LANDS RECEIPTS			
States and Counties	482,745,815	653,708,484	650,908,000
Reclamation Fund	310,205,053	487,530,908	478,421,000
Indian Trust Fund	28,179	5,274	5,000
General Fund	348,463,698	489,039,298	562,928,000
Total	\$1,141,442,745	\$1,630,283,964	\$1,692,262,000

TABLE 1— BUREAU OF LAND MANAGEMENT RECEIPTS—Continued

	FY 1981	FY 1982	FY 1983 Estimated
STATEMENT OF OCS RECEIPTS			
Outer Continental Shelf	\$11,988,516,004	\$7,038,793,890	Transferred to MMS
ALLOCATIONS OF OCS RECEIPTS			
General Fund	\$10,137,982,282	\$6,249,619,997	
Special Treasury Account	1,850,533,722	789,173,893	
Total	\$11,988,516,004	\$7,038,793,890	

¹ Incidental receipts from fines, taxes, etc., which are unrelated to routine public land administration.

² Receipts from miscellaneous materials sales under the Materials Disposal Act.

B. Outer Continental Shelf Investments Programs

The Outer Continental Shelf Lands Act, as amended, authorizes the Secretary to invest certain revenues received from leasing lands on the Outer Continental Shelf (OCS) in interest-bearing accounts. These revenues are deposited into a special Treasury account until a final determination is made as to the rights to these revenues. Interest is earned on these funds through investments in U.S. Treasury Securities. There are three situations when revenues are deposited into the special Treasury account (the monies are then invested in U.S. Treasury Bills):

1. Revenues attributable to those portions of a tract with pools underlying both OCS and submerged lands subject to State jurisdiction are deposited in the special account until the Secretary and the State Governor agree on the distribution of the revenues. If an agreement cannot be reached,

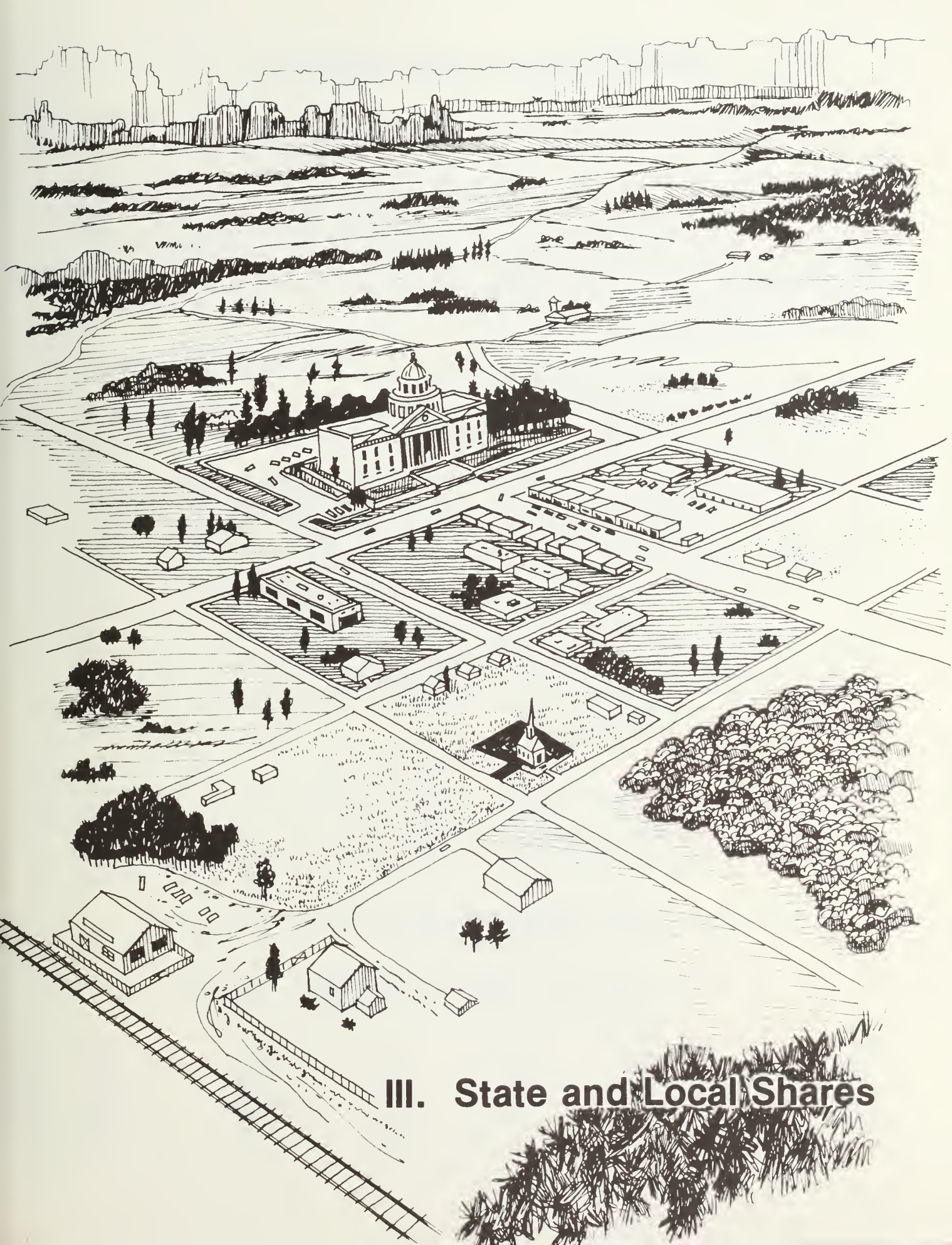
these funds are to be distributed in accordance with a determination to be made by a U.S. District Court.

2. Cash bids received on tracts to be leased are deposited in the special account when there is a delay in the determination to accept or reject the bids.

3. Where there is a controversy between the U.S. and a State over the ownership or jurisdiction of lands being leased, the affected revenues are deposited in the special Treasury account until an agreement is reached.

Cash receipts totaling \$0.8 billion were deposited in the special Treasury account in FY 82.

As of September 30, 1982, revenues placed in the special account totaled \$4.7 billion. Of that amount 1 billion represents interest earned on investments. A total of \$498 million in interest is attributable to fiscal year 1982. Effective October 1, 1982, this program is administered by the Minerals Management Service.



III. State and Local Shares

III. STATE AND LOCAL SHARES

The Bureau of Land Management's most direct fiscal impact upon public land states and localities is through revenue sharing and other direct payments. In the decade 1972 through 1982, state and local governments in the public land states received \$3.2 billion from BLM as their share of revenues collected from the lease or sale of public lands resources and as in-lieu payments for tax-exempt lands. The amount of money going to these States each year rose from \$93.6 million in 1972 to \$653 million in 1982.

A. REVENUE SHARING

Receipts are generated from mineral leasing and production (royalties), grazing fees, timber sales, and other user fees.

The dominant source of revenue is the energy mineral leasing program. Actual onshore mineral receipts amounted to \$682 million in 1980, \$822 million in fiscal year 1981 and 1.4 billion in 1982. Table 2, on the distribution of BLM receipts to states during fiscal year 1982, indicates the sources of revenue sharing and shows the dominant contribution of mineral leases.

Each State in the lower 48 receives 50 percent, and the State of Alaska 90 percent, of all mineral leasing revenues collected from public lands within its boundaries. The State of Alaska will receive 50 percent of revenues received from the National Petroleum Reserve - Alaska (NPRA).

FLPMA amended the Mineral Leasing Act to raise the states' share of Federal mineral receipts from 37.5 percent to 50 percent. FLPMA also liberalized the use of these funds, stating that they could be used for any purpose a State legislature directs, with priority to be given to the State subdivisions that are socially or economically impacted by Federal energy development.

B. PAYMENTS IN LIEU OF TAXES

Local government units within states in the West are the principal beneficiaries of the 1976 Payments in Lieu of Taxes Act. This law was passed to provide federal payments to those areas where large portions of land are in federal ownership and, therefore, exempt from local property taxes. Serving as a supplement to revenue sharing funds, Payments in Lieu of Taxes (PILT) are made directly to local governments and may be used for any governmental purpose.

Lands eligible for PILT consist of federally owned lands in the National Forest System and the National Park System, lands administered by BLM, lands dedicated to the use of federal water resource development, dredge disposal areas under the jurisdiction of the Army Corps of Engineers, and effective as of FY 79, National Wildlife Reserve Areas, inactive and semi-active Army installations, and certain lands donated to the United States Government. The Act specifically prohibits payments for lands (but not certain donated lands) that were tax exempt before being acquired from state or local governments.

The PILT computation process requires each State to submit data on the amount of revenue sharing funds received by units of local governments in the preceding fiscal year. This amount is then deducted from the PILT payments for the current year. In fiscal year 1982 \$156.9 million was deducted from PILT payments as a result of the revenue sharing provision.

Since PILT payments were started on September 30, 1977, more than \$609 million has been paid to the states; about \$95 million of that amount was paid in FY 82. Table 3 lists PILT payments to the states in FY 80, FY 81 and FY 82.

TABLE 2—PAYMENT OF BUREAU OF LAND MANAGEMENT RECEIPTS TO STATES AS OF SEPTEMBER 30, 1982

States	Mineral Leases and Permits	Forage Receipts Outside Taylor Grazing Districts	Forage Receipts Inside Taylor Grazing Districts	Sale of Public Land and Timber	Other	Total
Alabama.....	156,559	00	00	00	00	156,559
Alaska	23,001,066	00	00	3,198	00	23,004,264
Arizona	5,252,023	158,183	113,448	2,063	00	5,525,717
Arkansas	21,619,642	00	00	00	00	21,619,642
California.....	29,764,705	186,826	36,927	49,695	00	30,038,153
Colorado	37,995,290	68,279	127,660	13,743	00	38,204,972
Florida	65,473	00	00	00	00	65,473
Idaho	3,980,349	45,988	327,378	18,425	00	4,372,140

**TABLE 2—PAYMENT OF BUREAU OF LAND MANAGEMENT RECEIPTS TO STATES AS OF
SEPTEMBER 30, 1982—Continued**

States	Mineral Leases and Permits	Forage Receipts Outside Taylor Grazing Districts	Forage Receipts Inside Taylor Grazing Districts	Sale of Public Land and Timber	Other	Total
Kansas	644,292	144	00	00	00	644,436
Louisiana	750,594	00	00	00	00	750,594
Michigan	59,718	00	00	00	00	59,718
Mississippi	42,488	00	00	00	00	42,488
Montana	15,508,995	187,167	181,564	8,465	587,173	16,473,364
Nebraska	156,353	1,543	00	00	00	157,896
Nevada	11,466,047	43,417	535,284	64,658	00	12,109,406
New Mexico	151,703,796	273,201	386,830	9,551	17,743	152,391,121
North Dakota	4,606,899	10,014	00	00	00	4,616,913
Oklahoma	2,534,367	347	00	00	4,752	2,539,466
Oregon	1,495,405	60,399	269,796	^a 97,622,433	567,901	100,015,934
South Dakota	780,507	95,330	00	2,594	00	878,431
Utah	75,426,026	00	263,673	29,370	1,730	75,720,799
Washington	91,127	31,750	00	8,079	00	130,956
Wyoming	148,990,982	542,336	332,322	49,019	00	149,914,659
Total	536,092,703	1,704,924	2,574,882	97,881,293	1,179,299	639,433,101

^aThe majority of the \$97 million is for timber receipts

**TABLE 3—SUMMARY OF PAYMENTS IN LIEU OF
TAXES BY STATE**

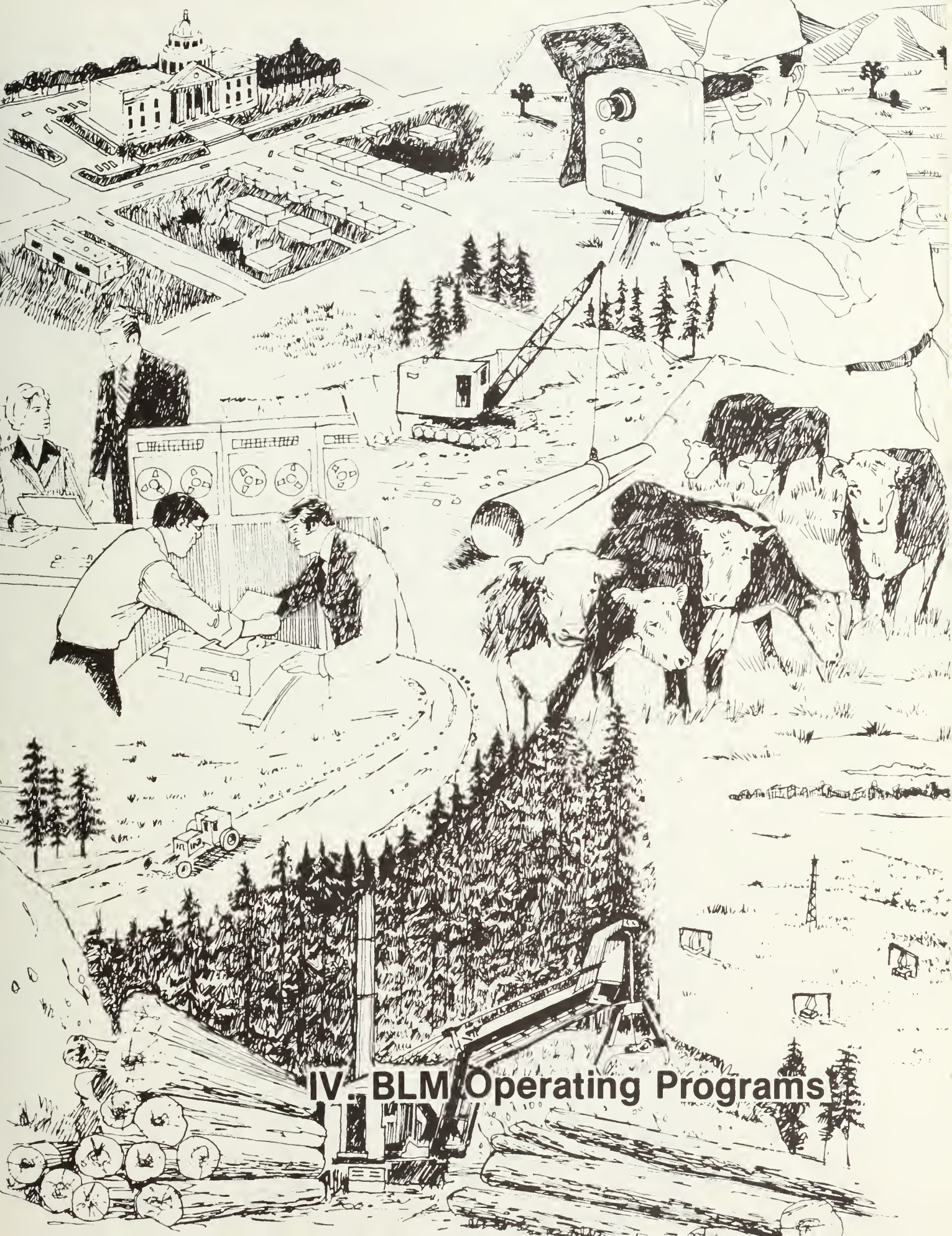
	FY 1981	FY 1982
ALABAMA	116,023	112,000
ALASKA	3,792,297	3,475,036
ARIZONA	7,882,400	^b 8,178,200
ARKANSAS	1,557,483	1,195,865
CALIFORNIA	11,330,719	10,860,626
COLORADO	7,264,862	6,608,463
CONNECTICUT	8,518	12,203
DELEWARE	4,919	4,520
DIST. OF COLUM.	5,112	5,600
FLORIDA	2,186,284	1,756,841
GEORGIA	838,006	713,699
GUAM	230	211
HAWAII	38,908	9,774
IDAHO	7,289,163	6,868,045
ILLINOIS	317,745	281,411
INDIANA	287,868	262,617
IOWA	128,041	117,595
KANSAS	365,066	331,418
KENTUCKY	702,701	659,544
LOUISIANA	139,104	160,458
MAINE	51,879	38,798
MARYLAND	152,026	77,748
MASSACHUSETTS	163,787	76,783
MICHIGAN	1,605,818	1,317,094
MINNESOTA	1,147,073	1,045,207
MISSISSIPPI	349,110	335,343
MISSOURI	750,249	527,873
MONTANA	7,698,377	7,213,567
NEBRASKA	329,860	270,000
NEVADA	5,525,704	5,069,148

**TABLE 3—SUMMARY OF PAYMENTS IN LIEU OF
TAXES BY STATE—Continued**

	FY 1981	FY 1982
NEW HAMPSHIRE	311,293	297,586
NEW JERSEY	168,089	62,789
NEW MEXICO	9,797,851	8,934,783
NEW YORK	157,707	149,526
NORTH CAROLINA	^a 1,737,002	1,153,918
NORTH DAKOTA	582,680	513,314
OHIO	431,182	431,078
OKLAHOMA	740,527	711,667
OREGON	2,778,579	2,531,671
PENNSYLVANIA	508,129	364,256
PUERTO RICO	13,900	2,597
RHODE ISLAND	1,497	0
SOUTH CAROLINA	113,187	102,690
SOUTH DAKOTA	1,627,377	1,613,128
TENNESSEE	601,223	525,563
TEXAS	1,457,015	1,362,537
UTAH	8,626,041	7,929,891
VERMONT	133,329	59,887
VIRGINIA	1,474,192	1,268,268
VIRGIN ISLANDS	25,149	19,255
WASHINGTON	1,405,130	1,594,873
WEST VIRGINIA	813,276	754,481
WISCONSIN	^a 765,800	543,490
WYOMING	678,826	6,973,505
TOTAL	\$103,978,313	\$95,482,034

^aIncludes \$560,587 paid from FY 79 funds.

^bIncludes \$488,280 paid from FY 80 funds.



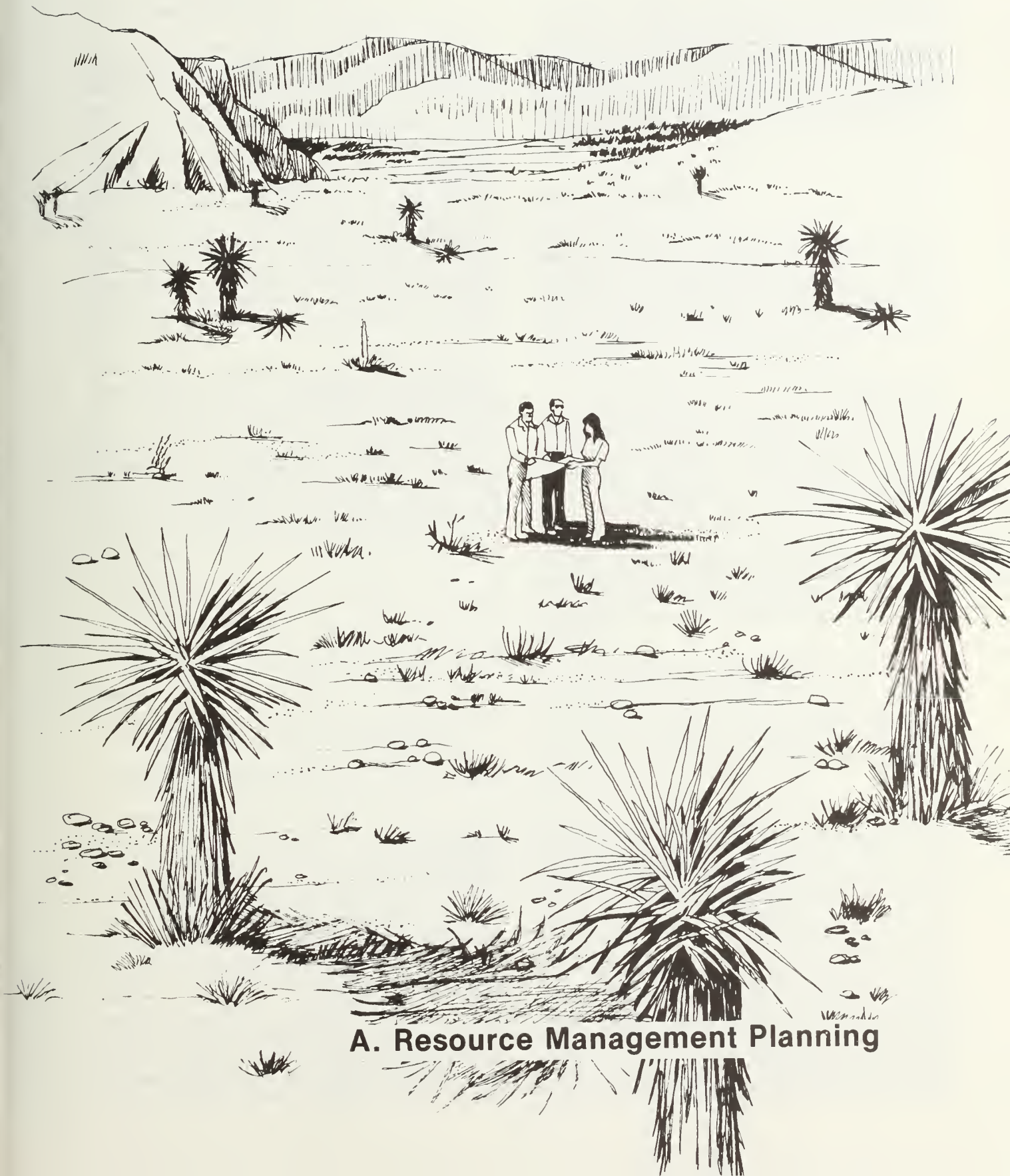
IV. BLM Operating Programs

IV. BLM OPERATING PROGRAMS

INTRODUCTION

The following sections summarize BLM's activities in fiscal year 1982. Activities between the close of the fiscal year and the publication of this report will be summarized in the FY 83 report. Each program chapter has four parts: (1) a brief program description; (2) a progress report; (3) a description of

public issues associated with the program; and (4) a section on budget; The FY 82 appropriation (see budget sections) is adjusted to include supplements (including pay) and reprogramming. The funding figures for FY 81 include funds for 'Common Program Services'; the figures for FY 82 and 83 do not. The appendix provides a brief description of the organizational structure of BLM.



A. Resource Management Planning

A. RESOURCE MANAGEMENT PLANNING

a) Program Description

The Federal Land Policy and Management Act (FLPMA) directed BLM to maintain an inventory of and develop land use plans for all public lands. Responding to these new requirements, BLM developed comprehensive resource management planning regulations which became effective on September 6, 1979. Since that time, BLM has begun to develop procedures and processes to implement those regulations and provide for an orderly transition from its old planning system (Management Framework Plans) to its new system (Resource Management Plans). Additionally, BLM and the Department are considering a number of streamlining changes in the planning regulations to reduce costs, shorten timeframes, and make the system more responsive.

The resource management planning process is the core of BLM's resource management decisionmaking. It provides for interdisciplinary resource planning for the public lands and their resources. These plans form the basis for making decisions on the protection and management of critical areas and the allocation of public lands among uses or levels of use. A few examples of decisions made through this system include determining which lands will be:

- acceptable for further consideration for coal leasing;
- available for oil and gas, oil shale, and other energy developments;
- suitable for transfer to or exchange with state and local entities, or for sale to the private sector;
- available for timber production;
- recommended as suitable or unsuitable for the National Wilderness Preservation System;
- selected for special attention as Areas of Critical Environmental Concern; and
- available for off-road vehicle use.

All plans begun in fiscal year 1981 and thereafter are being developed under the new regulations. The regulations provide for completing Management Framework Plans (MFPs) already underway and in different stages of development when the regulations were published. Accordingly, on December 3, 1979, a notice was published in the *Federal Register* indicating those portions of the new regulations that will apply to ongoing plans. The annual planning schedule is a key feature of the program and is designed to facilitate public participation. On March 15, 1982, the latest revised planning schedule was published in the *Federal Register* jointly with the Forest Service. Additionally, BLM intends

to make maximum use of the plan amendment process. Use of the amendment process with existing MFPs accelerates the response time of the planning process to new proposals, developments, or policies. This management tool will effectively meet program requirements such as energy development and asset management that need immediate attention.

b) Progress Report

BLM continues to focus on five pilot Resource Management Plan (RMP) efforts as a way to develop efficient operational procedures for implementing the planning regulations (effective September 6, 1979). Major effort will be devoted in FY 83 to identifying additional timesaving steps and efficiencies to incorporate into the planning process.

A draft amendment to the 1979 planning regulations was distributed in FY 82 for public review. This amendment would simplify and streamline the planning system by: 1) reducing costs and time necessary for planning, and 2) making the planning system more responsive to immediate energy and other requirements. It is anticipated that this amendment will be finalized in FY 83.

BLM also prepared a set of draft Interim Guidelines for Resource Management Planning. This guidance, to be issued in FY 83, is intended to assist field offices implement the regulations efficiently and effectively.

A comprehensive Communications and Training Program was launched in late FY 82 with the issuance in August of a *Reference Guide to Pilot RMP Experiences*. Reference Guides on six aspects of planning and environmental analysis, plus training packages for State Offices, will be distributed in FY 83.

In FY 82 a Social and Economic Program was established in the Planning Office to develop guidance leading to more socially responsive and economically efficient decisions. The two year Coal Social Effects Project was completed, resulting in a *Guide to Social Assessment*, a *Review of the Literature*, ten community studies, and a *Summary Research Report*. In FY 83 these analyses will be incorporated into the overall Social/Economic Program, applicable to all resource programs. A *Reference Guide to Social and Economic Techniques* was prepared in FY 82 and will be formally issued early in FY 83 as the second in the Reference Guide series. A *Multiple Use Questionnaire Package* was assembled and will help control the paper-

work and information burden on the public. It will be issued as a Reference Guide in late FY 83.

c) Issues

The primary issue concerning the resource management planning process in FY 82 was improvement of the planning regulations and the resource management process. The changes streamlined the planning process, making it more cost effective and responsive to management requirements.

Significant concern has been expressed over the need to integrate data and information collection and monitoring programs. The inventory coordination system was expanded to alleviate this concern.

d) Budget and Performance Analysis

l) Administrative Responsibility

Program Administrator: Deputy Director, Lands and Renewable Resources

Field Administrators: State Directors

2) Funding

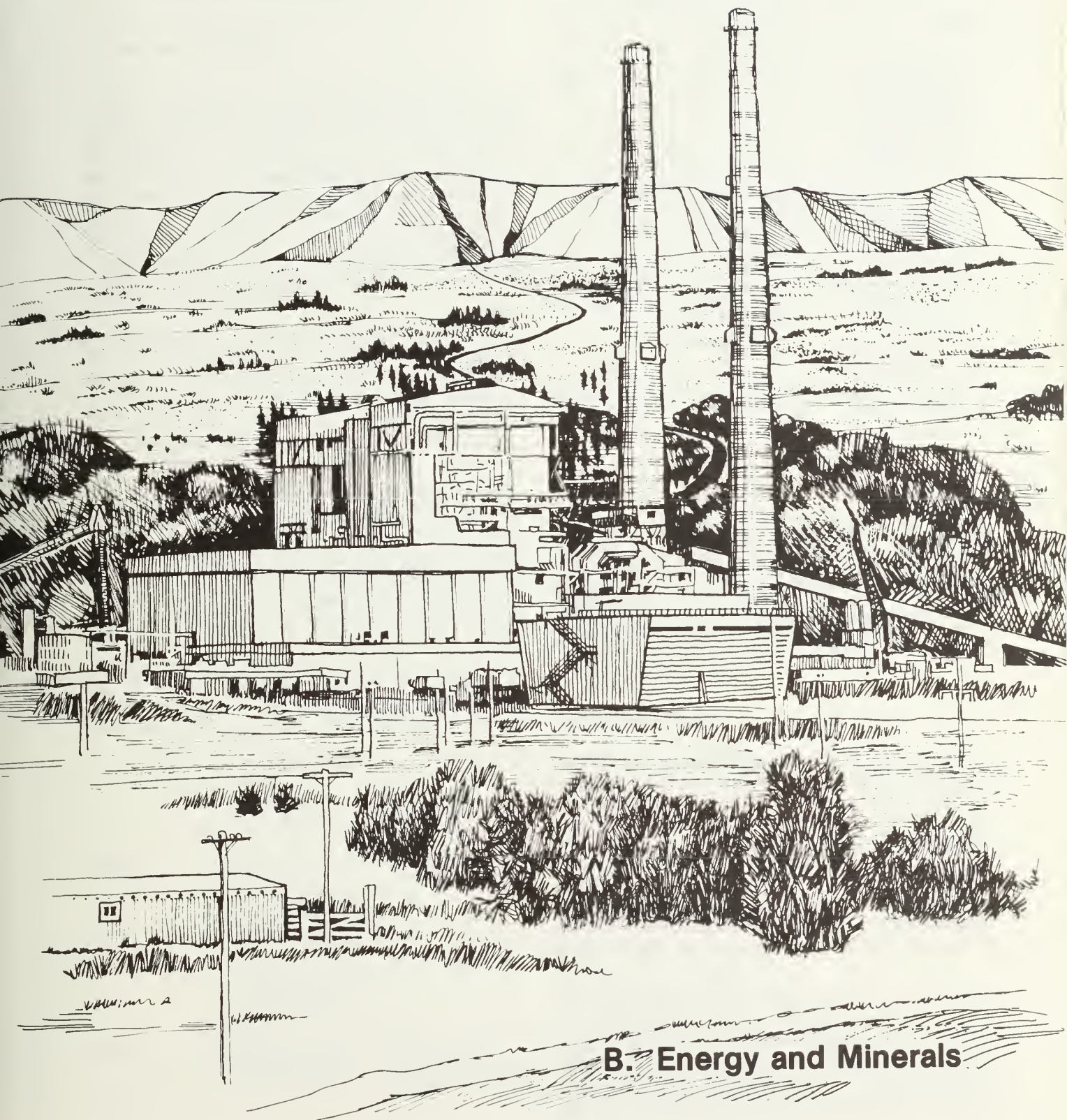
	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (000s).....	16,000	8,661	8,660

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (000s).....	14,897	8,278	8,660
Work Years	430	244	208

4) Performance

Work Units (by number completed)	1981 Actual	1982 Actual	1983 Planned
Resource Management Plans	0	0	10
Issue Identification/Plan- ning Criteria	11	22	15
Management Situation Analysis.....	3	16	21
Alternatives Developed.....	1	2	23
Transition Management Framework Plans	33	36	20
Unit Resource Analysis.....	-	14	-
Socioeconomic Profiles	-	5	-
Planning Area Analysis	-	9	-
Plan Amendments	-	5	35
InteragencyPlans	-	6	1



B. Energy and Minerals

B. ENERGY AND MINERALS

B.1. Oil and Gas Leasing

a) Program Description

Under the terms of the Mineral Leasing Act of 1920, the Mineral Leasing Act for Acquired Lands of 1947, and the Alaska National Interest Lands Conservation Act (ANILCA) of 1980, BLM is responsible for oil and gas leasing on about 520 million acres of public lands and national forests, acquired land, and private land where mineral rights have been retained by the Federal Government. The Department of the Interior fiscal year 1981 Appropriations Act authorizes leasing in the National Petroleum Reserve-Alaska.

The Geological Survey (GS) estimates that the Nation's proven oil reserves amount to about 35 billion barrels, of which about 90 percent are onshore and 4.5 percent are on Federal lands. Total remaining recoverable gas reserves are estimated at 208 trillion cubic feet, of which 83 percent are onshore and 6.1 percent are on Federal lands.

The Mineral Leasing Act provides for both competitive and noncompetitive oil and gas leasing. The differences are described in the chart below. Roughly 97 percent of all Federal leasing is noncompetitive. Currently, the greatest activity in these leases is in Wyoming, Montana, New Mexico, Utah, and Colorado. Individual lessees are limited to a total acreage per state of 492,160 acres: 246,080 acres for public land and 246,080 acres for acquired land in any State, except Alaska where lessees are limited to 300,000 acres in each of the two leasing districts.

Oil and Gas Leasing

	Noncompetitive Leases	Competitive Leases
Leasing Method ¹	Over the counter (OTC) to the first qualified applicant. When these leases expire or otherwise terminate they are reoffered by lottery through the Simultaneous Oil and Gas Program (SOG).	Sealed bid issued on a bonus bid basis ²
Location	Outside a Known Geologic Structure (KGS) ³	Inside a Known Geologic Structure (KGS) ³

Oil and Gas Leasing—Continued

	Noncompetitive Leases	Competitive Leases
Size	Up to 10,240 acres	Up to 640 acres in Continental U.S.; up to 2,500 acres in non-North Slope Alaska; and up to 60,000 acres in NPR-A
Annual Rental	OTC: \$1 per acre. SOG: \$1 per acre first 5 years, \$3 per acre thereafter.	\$2 per acre in Continental U.S. and non-North Slope Alaska; \$3 per acre in NPR-A
Lease Period	Ten years, but can be extended when production is established ⁴	In NPR-A 10 years, elsewhere: five years, but can be extended when production is established ⁴
Royalties on Production	12.5 percent on oil and gas	12.5 to 25 percent on oil; 12.5 to 16.66 percent on gas; 16.66 percent in NPR-A FY 82 lease sales on oil and gas

¹Leasing in NPR-A is on a competitive basis only, and bidding systems are those allowed in the OCS Lands Act Amendments of 1978. ²A bonus is the per-acre cash amount an applicant bids on a lease tract. The lease is issued to the applicant with the highest bonus bid. ³Favorable Petroleum Geologic Province (FPGP) in non-North Slope Alaska. ⁴Can also be extended if other statutory conditions exist, such as drilling or reworking operations on the last day of the primary term of a lease exist.

b) Progress Report

Responding to Presidential initiatives, the Secretary adopted a program to reduce the backlog of oil and gas lease applications in FY 1982. In January 1982, more than 13,400 oil and gas lease applications six months old or older had accumulated. By the end of the fiscal year, the backlog was reduced to 961 applications. This backlog reduction was accomplished while processing a steady flow of more recently filed applications. The program is designed so that future lease application backlogs should not occur.

In cooperation with industry, a more rapid process of review and evaluation of applications for permits to drill for oil and gas on leased lands was developed in FY 82. This process, critical to oil and gas discovery and development on leased Federal lands, has been reduced from several months in extreme cases to a matter of a few days or a few

weeks. Process time is targeted at 30 days or less, and the majority of the cases are being processed in less than 30 days.

Leasing in Alaska was initiated in FY 82, for the first time in nearly 15 years. Over 3,246,000 acres of non-North Slope public lands were opened to over-the-counter noncompetitive lease offers. In the National Petroleum Reserve in Alaska, over 4 million acres were offered competitively in two lease sales. 37 leases containing over 905,000 acres were issued in the NPR-A in FY 82.

The issuance of noncompetitive oil and gas leases was streamlined by making the need for prelease environmental assessments unnecessary in most cases. To expedite reviews and reduce duplication of effort, prelease environmental analyses are to rely on relevant information in existing environmental reviews and land use plans to the maximum extent possible. Leases can then be issued without the onsite inspection usually necessary as a part of the environmental assessment process. Compliance with the National Environmental Policy Act will be accomplished primarily at the time plans for operation are received, rather than at the time the leases are issued. However, lease issuance may still be delayed if planning is incomplete.

By the end of FY 82, the simultaneous oil and gas leasing program was fully automated. All applications are now processed by the Wyoming State Office, and winners are determined by computer-generated random numbers.

The average lease size increased from 1,100 acres in 1980 to 2,158 acres in 1981; the average lease size was 2,055 acres in 1982. In FY 82, more than 21,000 leases were issued covering more than 42.5 million acres. This high rate of leasing was made possible, in part, by the backlog reduction priority initiative.

Additional program actions and initiatives during FY 82 include:

- Reduction of the lease application backlog by 90 percent through eliminating:
 1. qualifications statement submittal
 2. payments by guaranteed remittance
- 43 CFR 3000 and 3100—in the process of revising leasing regulations to conform with present administration's regulatory reform policies.
- Leasing Manual—completely revised leasing procedures manual, the first since 1952.
- Lease Forms—in the process of standardizing and combining various lease forms into one form.
- Lease stipulations—developed nationwide standard stipulations to eliminate variations of the same stipulations between States.

- Automation of land and minerals case record system—all BLM records/case files will be automated to ensure more efficient program management and efficient operations.
- Revenue enhancement—increased filing fees to \$75, and rentals on SOG to \$1/acre/year for first 5 years then \$3/acre/year.
- Contingent right stipulation—use of this stipulation to be at the option of lessee.
- Improved coordination among BLM, Forest Service, and MMS—the signing of a 3-agency memorandum of agreement streamlined the applications for permit to drill (APD) process.
- BLM and MMS hosted six oil and gas industry meetings—these promoted cooperation with industry and establish working relationships to resolve conflicts.
- Ended the moratorium on leasing on acquired military lands—this opened up those lands for leasing. Also working with the Department of Defense to establish geophysical permitting procedures.

c) Issues

Automation of the BLM records/case files was started in June 1982. When completed, the public will have instant access to case file information through the use of computer terminals. This automation will also facilitate BLM processing of oil and gas applications.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Deputy Director, Energy and Mineral Resources

Field Administrators: State Directors

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	16,901	17,559	20,113

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000s)	16,557	17,5475	20,113
Work Years	496	585	608

4) Performance

	1981 Actual	1982 Actual	1983 Planned
Leases Issued.....	11,132	20,100	30,000
Assignments	38,694	44,029	40,700
Simultaneous Oil and Gas Lease Applications Proc- essed (in millions).....	^a 4.7	^b 1.9	^c 2.5

^a\$10 filing fee

^b\$25 filing fee to January 1982, \$75 filing fee thereafter

^c\$75 filing fee

Between 1953 and the end of FY 82 OCS revenues to the Treasury totaled \$51.2 billion. In 1981, revenues from offshore oil and gas production represented 68 percent of all oil royalties and 84 percent of all gas royalties from Federal and Indian lands. These figures are expected to increase substantially as the offshore leasing program continues to expand, and as wells drilled offshore over the last 10 years continue to come into production.

To date, OCS production activity has occurred only in the Gulf of Mexico and off the coast of Southern California. It is expected that increased offshore oil and gas production in areas other than the Gulf of Mexico will rise dramatically in the coming decade, particularly offshore Alaska. The Department's recently approved 5-year offshore leasing program is expected to bear results well before the end of the century, with a commensurate rise in offshore royalty revenues.

b) Progress Report

The Final 5-year OCS Oil and Gas Leasing Program schedule was approved in July 1982. This proposal was transmitted to Congress, the coastal Governors, and the Attorney General, and was published July 21, 1982. The new program calls for 41 lease sales through June 1987. About 1 billion acres of OCS lands will be considered for leasing during this 5-year period; however, only a small percentage of the area is expected actually to be leased. The timing and location of the 41 lease sales were based on the careful balancing of environmental, coastal zone, and oil and gas resource values required by the OCS Lands Act.

	June 1980 Approved Program	July 1982 Approved Program
Total proposed sales.....	36	41
Reoffering sales	5	1
Proposed sales in:		
Alaska.....	10	16
California	4	4
Atlantic.....	6	8
Gulf of Mexico	11	12

The scope and emphasis of the new 5-year plan is significantly different from the past programs that allowed leasing of only 2 1/2 percent of the OCS over the past 28 years.

B.2. ENERGY ON THE OUTER CONTINENTAL SHELF

a) Program Description

The Outer Continental Shelf Lands Act of 1953, amended in 1978, established Federal jurisdiction over submerged lands on the continental shelf seaward of state boundaries. The Act charged the Secretary of the Interior with responsibility for administering mineral exploration and development on the Outer Continental Shelf (OCS). It also empowered the Secretary to formulate regulations so that provisions of the Act might be met.

Under the Act, BLM was designated as the administrative agency responsible for supervising leasing and the Geological Survey (GS) as the agency responsible for overseeing OCS exploration and development operations. On January 19, 1982, the Secretary of the Interior signed DOI Order 3071 creating the Minerals Management Board (MMB) and the Minerals Management Service (MMS). On May 10, the Secretary issued Amendment No. 1 to the Order, which consolidated all leasing and resource management for the OCS within MMS.

Estimated known reserves for oil on the OCS total about 10.3 percent of total domestic reserves and for gas the total is 19.8 percent of domestic reserves. OCS oil and gas production represents about 9 percent of total domestic oil produced and about 24 percent of total domestic natural gas produced. During the period 1953-81, 5.7 billion barrels of oil and 53.5 trillion cubic feet of gas were produced.

c) Issues

Foremost among the areas of contention is the proper timing of OCS lease sales in frontier areas. The issue of coastal zone consistency is a major concern of State officials. Other issues include sensitive biological resources, potential onshore effects of OCS development, the domestic economic climate, and the worldwide market as it affects the oil industry.

In January and September 1981, two Requests for Information were published in the *Federal Register* to poll industry's interest in hardrock minerals on the OCS. Responses focused mainly on two minerals—sand and gravel in the Arctic and manganese on the Blake Plateau.

Based on information received, a Secretarial option document on an OCS nonenergy mineral leasing program was developed and distributed to Departmental officials on December 24, 1981. This culminated a year-long effort led by BLM which included two separate opportunities for public and industry input and a multi-agency (Interior) development and analysis of options for decision.

Five suboptions for program development were proposed:

- 1) Develop a case-by-case program.
- 2) Develop a full-scale leasing schedule.
- 3) Develop a prototype leasing program.
- 4) Develop a government demonstration project.
- 5) Develop an initial effort to initiate leasing of manganese (Blake Plateau) and sand and gravel (Arctic).

In January 1982 the Secretary announced a policy of opening the OCS to hardrock mineral leasing on a case-by-case basis, with Arctic sand and gravel being the first planning sale, tentatively scheduled for mid-1983.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Deputy Director, Energy and Minerals Resources

Field Administrators: Office Managers, OCS Offices in Anchorage, New York, New Orleans, and Los Angeles.

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	51,256	39,827	0

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000s)	58,354	43,419	0
Work Years	311	234	0

4) Performance

Work Units	1981 Actual	1982 Actual
Studies	93	82
Final Environmental Statements	5	5
Lease Sales	7	5

B.3. COAL MANAGEMENT

a) Program Description

In the western United States, as much as 60 percent of the coal resource is owned by the Federal Government, principally in the States of Colorado, Montana, New Mexico, North Dakota, Utah and Wyoming. By the end of FY 82 a total of 612 leases had been issued, covering 926,813 acres of land containing an estimated 44.7 billion tons of in place reserves of Federal coal.

The current Federal coal management program utilizes a sequential process, emphasizing land use planning, surface owner consultation, and activity planning for leasing. Comprehensive land use planning identifies areas that are environmentally acceptable for leasing, eliminating from consideration those areas that contain unique site-specific resource values that are clearly more significant than the coal resource. In addition, qualified surface owners are consulted during land use planning to determine whether a significant number have a preference against surface mining. If so, the lands involved may be dropped from further consideration for coal leasing.

Activity planning follows completion of the land use plans and involves ranking and selecting a suffi-

cient number of potential coal leasing tracts within the coal region to meet the regional leasing levels. A Federal/State Regional Coal Team is established in each region and is responsible for ranking and selecting tracts for recommendation to the Secretary for leasing. The Secretary makes his decision after a regional environmental impact statement is completed and each affected state is consulted.

Strong input from industry, other Federal agencies, state and local governments and the public is an essential and integral element of the program. The program also includes "leasing by application" within Federal coal regions under emergency conditions (e.g., where Federal coal would otherwise be bypassed) and outside Federal coal regions where regional competitive leasing is impractical. Other aspects of the program include processing of pending preference right lease applications (PRLAs), processing coal exploration license applications, and action on coal exchanges.

b) Progress Report

Through the "leasing by application" component of the program, six lease sales were held and eight new leases containing approximately 154.5 million tons of recoverable reserves were issued during the fiscal year. Seven PRLAs covering an estimated 226 million tons of recoverable reserves were also issued.

Competitive lease sales were held during the fiscal year in four Federal coal regions: the Green River-Hams Fork; the Uinta-Southwestern Utah; and the Powder River Regions; and the Alabama Subregion of the Southern Appalachian Region.

- In October 1981 and April 1982, three tracts containing 175 million tons of recoverable reserves within the Green River-Hams Fork Region were offered for lease. High bids on the two Colorado and one Wyoming tract totaled \$24,956,352. This completed the sale of tracts selected for offering in the first round of leasing in the Green River-Hams Fork Region.
- Leases on two tracts containing 9.8 million tons of recoverable reserves in the Uinta-Southwestern Utah Region were sold in February and May 1982. High bids for the two Utah tracts totaled \$5,374,400.
- Completion of land use and activity planning in the Powder River Region culminated in the sale on April 28, 1982, of leases on six Montana and four Wyoming tracts containing 1,100 million tons of recoverable reserves. High bids for the tracts totaled \$43,489,434.
- Leases on seven tracts containing 8.3 million tons of recoverable reserves in the Alabama Subre-

gion of the Southern Appalachian Region were sold in December 1981 and September 1982. High bids for the tracts totaled \$870,719.

In addition, a draft EIS for the Fort Union Region was filed on August 3, 1982, and activity planning is continuing with sales scheduled in FY 83. Activity planning for the first round of sales in FY 83 in the San Juan River Region and the second round of sales in FY 84 in the Green River-Hams Fork, Uinta-Southwestern Utah and Powder River Regions and the Alabama Subregion continued or were initiated in FY 82.

c) Issues

In January 1981, the Secretary asked the user industries, state governments, and the public to identify regulations and procedures that hindered the responsible and efficient production of Federal resources to meet national needs. In April, based on a review of the responses, the Secretary ordered a comprehensive review of the Federal coal management program to streamline the existing rules and make the leasing process more efficient. Critical issues were identified and analyzed.

Among the issues to be decided by the Secretary were the following:

- the process for establishing leasing levels and the role of a regional coal team in that process;
- the solicitation of coal resource data and indication of leasing interest from industry;
- the composition and application of unsuitability criteria;
- the identification of areas for possible coal leasing; and
- the modification of the emergency leasing criteria.

Proposed rules reflecting the Secretary's decisions were published in December 1981. Final rules were published on July 30, 1982, and became effective on August 30, 1982.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Deputy Director, Energy and Mineral Resources

Field Administrator: State Directors, especially Colorado, Montana, New Mexico, Utah, Wyoming, and Eastern States

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	29,300	17,947	15,927

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000s)	26,706	16,981	15,927
Work Years	398	296	260

4) Performance

Work Units	1981 Actual	1982 Actual	1983 Planned
Environmental Statements	3	3	7
Environmental Assess- ments	76	159	43
Trespass	9	19	5
Use Authorizations (In- cludes coal leases and exploration licenses)	236	177	170

B.4. OIL SHALE LEASING

a) Program Description

Efforts to develop oil shale have fluctuated greatly over the past 65 years. World War I prompted a flurry of claim staking under provisions of the Mining Law. During World War II, interest in oil shale resulted in the enactment of the Synthetic Liquid Fuels Act of 1944. Under the Act, the Bureau of Mines began developing extraction technology at Rifle, Colorado, and Laramie, Wyoming. Since then, private industry has taken over refinement and adaptation of technologies.

In 1974, BLM issued four oil shale leases - two in Utah and two in Colorado. The leases were issued as part of the Department's Oil Shale Prototype Leasing Program. One objective of this program was to issue a limited number of leases to stimulate development of commercial oil shale technology by private industry. Another objective was to develop the environmental safeguards, management expertise, and government supervision necessary in a future oil shale industry.

The 25,000-square mile Green River formation in northwestern Colorado, northeastern Utah, and

southwestern Wyoming contains oil shale with a total estimated potential of almost two trillion barrels of oil. Of the total area, 17,000 square miles are believed to have deposits 10 feet thick with an average yield of 25 or more gallons per ton, for an estimated 731 billion barrels of commercially developable shale oil. Approximately 83 percent of the formation is in Colorado, 9 percent in Utah, and 8 percent in Wyoming. Roughly 80 percent of this oil shale is on Federal land. The other 20 percent is in state or Indian ownership, or was transferred under the 1872 Mining Law which governed disposal of minerals on public land before 1920 when the Mineral Leasing Act provided new authority for leasing Federal oil shale lands. In the absence of commercial prospects, however, these lands were withdrawn from mineral leasing and other forms of disposal in 1930. Except for two special sales involving four tracts in 1974, there has been no leasing. In 1968, oil shale lands were withdrawn from location of metalliferous minerals (something not done by the 1930 withdrawal) under the Mining Law to preclude legal entanglements.

b) Progress Report

Public scoping and other initial phases of development for a long-term oil shale management program were conducted in FY 82.

Initial phase development of the two Colorado prototype leases has occurred. The first test retort was ignited October 8, 1980, on tract C-a. Mine shafts have been constructed on tract C-b. Detailed development plans for tracts U-a and U-b in Utah were jointly approved in March 1982. No prototype lease, however, has reached commercial production. BLM is considering supplementing the existing prototype program with up to two more leases in FY 83. A draft supplemental EIS was published in August 1982 on this action.

Several industry applications for Federal lands to support ancillary facilities for private oil shale projects are pending. BLM is now preparing several Environmental Impact Statements (EISs) to facilitate this development and accommodate all such requests to allow industry to meet its development schedules. For example, the Chevron oil shale operations in Colorado are scheduled for full production by 1991. The EIS work is underway for the Chevron project. The Utah State Office, in August 1982, published a basin-wide draft EIS covering all oil shale projects requiring their approval.

c) Issues

Development of the fundamental technology of oil shale is well advanced, but still lacks testing at commercial scale. Nevertheless, a wide array of economic, environmental, and some technological uncertainties remain. Congress considered legislation in 1981 concerning off-site waste disposal, lease size, and related issues in the belief that legal changes are necessary so the flexibility to meet the challenges of development is maintained. This legislation is still under consideration. Experience to date suggests that the current maximum acreage of oil shale leases may be insufficient for commercialization in areas where shale deposits are relatively thin.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Deputy Director, Energy and Mineral Resources

Field Administrators: State Directors, Colorado, Utah and Wyoming

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	*4,523	3,675	3,686

*This figure includes \$4,000 in oil shale supplemental received later in the fiscal year.

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000s)	4,431	3,490	3,686
Work Years	23	63	52

4) Performance

N/A

B.5. TAR SAND LEASING

a) Program Description

Nationwide, the United States has an estimated 30 billion barrels of tar sand oil, of which two billion barrels are deemed recoverable with today's technology. Approximately 100 to 200 million barrels

can be recovered by surface mining. The rest will probably require some form of *in situ* techniques for recovery. Over 90 percent of the United States' tar sand deposits are in Utah. The eleven major tar sands areas are principally on Federal lands, some of which are intermingled with state lands.

The Combined Hydrocarbon Leasing Act of 1981 was signed into law on November 16, 1981. The primary effect of this legislation was to redefine the term oil to include all non-gaseous hydrocarbons except coal, oil shale, and gilsonite. With this change, there is no longer a need, in new oil and gas leasing, to distinguish between tar sand and oil. The need to distinguish between tar sand and oil had created sufficient administrative difficulty in the past so as to completely deter Federal tar sand leasing. The Act created a competitive combined hydrocarbon leasing program in the eleven major tar sand areas (referred to as Special Tar Sand Areas-STSAs). It also provided a right to existing oil and gas leases and holders of valid claims to hydrocarbons in the eleven STSAs to be converted without competitive bidding to combined hydrocarbon leases.

b) Progress Report

The Combined Hydrocarbon Leasing Act required that the Secretary issue final regulations governing the conversions of existing oil and gas leases and valid claims to combined hydrocarbon leases within six months of enactment. On May 24, 1982, final regulations implementing this requirement were issued. The regulations require that conversion be based upon the Minerals Management Service approving a plan of operations that demonstrates diligent development of the hydrocarbon resource requiring enhanced recovery methods and reasonable protection of the environment.

Regulations governing the competitive leasing of combined hydrocarbons were proposed on June 14, 1982. Final rules are expected to be issued in FY 83. A regional Environmental Impact Statement (EIS) is being developed to analyze the impacts of a proposed 1984 lease sale. The EIS will also cover amendments to the land use plans on the planning areas which encompass the Special Tar Sand Areas to allow for potential tar sand development in those areas. It will also analyze the cumulative impacts of the conversion effort that will be under way at that time.

c) Issues

The Combined Hydrocarbon Leasing Act provided mechanisms for leasing tar sand through the rede-

finition of oil and through the creation of combined hydrocarbon leases within the Special Tar Sand Areas. However, although the Congress, through the conversion clause, provided a grandfather right for existing oil and gas leases within the Special Tar Sand Areas, no such right was included with the provision which redefined oil. As a result, holders of oil and gas leases outside the Special Tar Sand Areas who find tar sand on their leases have no mechanism for developing the resource. The only option available for these leaseholders is to relinquish their lease and to try to re-lease the property through the various oil and gas leasing mechanisms.

d) Budget and Performance Analysis

The Tar Sand program was funded as part of the Oil Shale program in FY 82.

B.6. GEOTHERMAL LEASING

a) Program Description

Some 60 percent of the known or potential geothermal resources of the Nation are on Federal land. Responsibility for the Federal Government's overall geothermal effort is shared by the Departments of the Interior, Agriculture, and Energy. Within the Interior Department, BLM issues leases, prepares prelease environmental reviews, and collects rentals. The Minerals Management Service monitors and prepares environmental analyses of all post-lease exploration and development, identifies potential geothermal resources for competitive bidding purchases, assists in determining fair market value for use of the resources, and collects royalties.

Under the authority of the Geothermal Steam Act of 1970, leasing within known geothermal resources areas (KGRAs) is based on competitive bonus bidding. Lands outside of known geothermal resources areas are leased to the first qualified applicant. All leases are for ten years.

b) Progress Report

FY 82 was an outstanding year for geothermal leasing on Federal lands. Over 1 million more acres were leased, bringing the cumulative leased land area to over 5 million acres. Of greater importance, approximately one-half of all the leases issued in FY 82 were located in California, the State with the highest potential for geothermal energy. Most of the leases issued involved applications that had

been on file since 1974 when the leasing program began.

As a result of the increased rate of leasing (four time more leases were issued in California than in the entire preceeding 8 years), total revenues in the leasing program increased from \$11 million in FY 81 to almost \$30 million in FY 82, including over \$23.5 million in bonus bids from competitive lease sales. 50 percent of all these monies were returned to the States in which leasing occurred.

New lease applications continue to be received at a rate of about 900,000 acres per year. The leasing program in 1983 will be directed at processing all new lease applications within 90 days of receipt. Competitive lease sales, primarily involving National Forest System lands, will be held as soon as possible after lands become available.

c) Issues

A major issue involves the maximum acreage limitation per state. The current limitation of 20,480 acres has been a severe impediment to developers who generally require a stronger land position before investing the large amounts of capital needed for exploration. The limitation also has been a disincentive for many companies to even participate in the leasing program. The Department has supported provisions in a number of bills that would raise the acreage limit but, as yet, none has been enacted. cl05d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Deputy Director, Energy and Mineral Resources

Field Administrators: State Directors, especially California, Nevada, and Oregon

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	2,561	2,305	2,318

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000s)	2,194	2,100	2,318
Work Years	58	61	67

4) Performance

Work Units	1981 Actual	1982 Actual	1983 Planned
Competitive sales	4	16	6
Competitive leases issued.....	41	108	20
Noncompetitive leases issued.....	264	465	300
Power plant licenses.....	0	1	2
Post-lease actions.....	154	157	150
Nonelectrical use licenses	0	0	1

B.7. NONENERGY MINERALS

a) Program Description

The public lands have been the primary source of nonenergy mineral production in the United States. The Federal onshore mineral estate consists of approximately 732 million acres of public and acquired lands and lands in which the surface estate has been patented but the subsurface mineral estate has been reserved by the Federal Government. However, a considerable part of the public lands has been classified by various legislative or administrative actions that prohibit or restrict nonenergy mineral development.

Federal minerals are made available primarily under four laws: by mining claim location under the Mining Law of 1872, by lease under the Mineral Leasing Act of 1920 and the Mineral Leasing Act for Acquired Lands of 1947, and by sale under the Materials Sales Act of 1947. In the lexicon of public land management, they are often described as locatable, leasable, and salable minerals, respectively.

The Mining Law of 1872 encourages the search and discovery of locatable mineral deposits on public lands by means of a mining claim location/patent system. The discoverer of a valuable mineral deposit has the right to acquire fee title to the acreage of a lode or placer claim. This law continues to apply to uranium and the nonenergy minerals not subject to leasing or sale on all public domain lands.

Until 1976, when the Federal Land Policy and Management Act (FLPMA) was passed, claimants generally filed their location notices and other claim records only with county clerks. As a result, the Federal Government had no official record of the number, location, or identity of claims or claimants. FLPMA, however, requires a claimant to file with BLM a copy of the location notice and to file annually thereafter, with BLM, evidence that the claim is

not abandoned. In addition, FLPMA requires that claims located prior to October 21, 1976, must have been recorded with BLM on or before October 22, 1979. By that statutory deadline, 1,087,376 mining claims were recorded with BLM. By the end of FY 82, over 1.6 million claims were recorded.

FLPMA also directs that in managing the public lands, the Secretary shall take any action necessary to prevent unnecessary or undue degradation of the lands. Pursuant to this directive, BLM promulgated regulations that govern mining activity on public lands. Regulations to prevent impairment (from mining activities) of the suitability of lands under wilderness review for inclusion in the wilderness system (43 CFR 3802) were issued in March 1980. Final regulations governing mining activity on public lands other than wilderness study areas (43 CFR 3809) became effective January 1, 1981. Amendments to the latter regulations were proposed in 1982, and final amendments are expected to be published in 1983.

The Mineral Leasing Act provides for both competitive and noncompetitive leasing of sodium, phosphate, potash and, in two states, sulfur. Leases have a 20-year term, may cover a maximum of 2,560 acres, and can be renewed or readjusted for additional terms. Prospecting permits are issued prior to the issuance of noncompetitive leases and discovery of a valuable deposit entitles the permittee to a lease without competition. A variety of rental and royalty provisions apply, varying with the mineral involved. Unlike coal or oil and gas, there are no diligent development requirements under these leases. Proposed revisions to the non-energy mineral leasing regulations (43 CFR 3500) were published in March 1982. The revisions would streamline the processing of prospecting permits and lease applications. The revisions would also make acquired lands more readily available for exploration and development. Final revisions are expected to become effective in early 1983.

The Materials Act makes minerals such as sand, gravel, and building stone available for commercial use. They are sold either competitively or noncompetitively. Some sales are made to individuals for exclusive rights to a site. Other sales are made for material from common use areas or community pits. Governmental agencies and nonprofit organizations may be granted such materials at no charge under a free-use permit. Proposed revisions to the material sales regulations were published in the *Federal Register* on May 2, 1982. These revisions clarify existing ambiguities and assist in streamlining disposal processes.

In order to meet the policy expressed by Congress in Sections 102 and 103 of FLPMA, which require that BLM protect scientific values on the public

lands and protect life and property from geologic hazards, a geology program was established in FY 78. This program is designed to give recognition to non-mineral geologic resources such as paleontology, groundwater, and geologic processes and features as well as to identify geologic hazards and mitigate their dangers. The program includes the inventory of the resources and hazards, protection of important geologic and paleontologic sites, managing the resources for recreational, educational, and scientific uses, protection of the public from geologic hazards, interpretation of geologic phenomena for the public, and monitoring groundwater development and use. In addition, the program has responsibility for the geologic and hydrologic considerations involved in hazardous materials disposal and siting.

b) Progress Report

Inventories of the public lands for paleontologic and geologic resources continued in FY 82 as part of land use planning. Several sites that will require special management have been identified. Management plans are presently being developed for these scientifically significant sites. Draft rules for the scientific, hobby and commercial collecting of fossils and other geologic materials have been published. The final rules are expected to be published in FY 83. Guidelines dealing with several aspects of groundwater, fossils, and geologic hazards have either been issued or are under development. Hazardous materials management guidelines are currently being developed.

With the enactment of the National Materials and Minerals Policy, Research and Development Act, on October 21, 1980, BLM was brought into the national effort to "promote an adequate and stable supply of materials necessary to maintain national security, economic well-being and industrial production . . ." The Act, which reaffirms the provisions and requirements of the Mining and Minerals Policy Act of 1970, requires specific actions by several departments of the Executive Branch.

To ensure that geology, energy, and mineral resources are fully considered in land use planning and other BLM decisionmaking processes, BLM established a program for geology and mineral assessment in FY 81. This program develops standards for the geology, energy, and mineral resource information necessary for land use planning and develops policy guidance for the consideration of mineral resource values in planning and decision-making. These activities help assure that lands valuable for mineral resources are identified in a timely manner and properly considered in the development of land use plans, and thus are available for

exploration and development as the market requires.

During FY 82 BLM analyzed the energy and mineral resource potential of more than 13 million acres of Wilderness Study Areas (WSAs). These analyses will be integrated with other resource data in the BLM planning process for WSAs and ensure that energy and mineral resources will be considered as early as possible in the wilderness study process.

c) Issues

The availability of important nonfuel minerals has been overshadowed by energy mineral problems since the 1973 oil crisis. However, the domestic shortage of many nonenergy minerals has produced an unfortunately similar dependence upon foreign supplies. Although many factors contributing to this foreign dependence are beyond the influence of BLM, the resource potential of the public lands is an issue which BLM can address. BLM must ensure that it provides maximum opportunity for the exploration of, development of, and access to mineral-rich public lands.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Deputy Director, Energy and Mineral Resources

Field Administrators: State Directors

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	9,776	9,771	10,409

FUNDING

	1981 Enacted	1982 Enacted	1983 Proposed
MINERAL LEASING			
Appropriation (\$000s)	2,172	1,588	1,593
MINING LAW ADMINISTRATION			
Appropriation (\$000s)	5,247	6,365	6,697
MINERAL MATERIALS			
Appropriation (\$000s)	2,357	1,818	2,119

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000')	9,401	9,148	10,409
Work Years	294	281	280

PROGRAM OBLIGATIONS

	1981 Enacted	1982 Enacted	1983 Proposed
MINERAL LEASING			
Dollars (\$000s)	1,723	1,534	1,593
Work Years	50	31	26
MINING LAW ADMINIS- TRATION			
Dollars (\$000s)	5,249	5,931	6,697
Work Years	170	200	203
MINERAL MATERIALS			
Dollars (\$000s)	2,429	1,683	2,119
Work Years	74	50	51

4) Performance

MINERAL LEASING

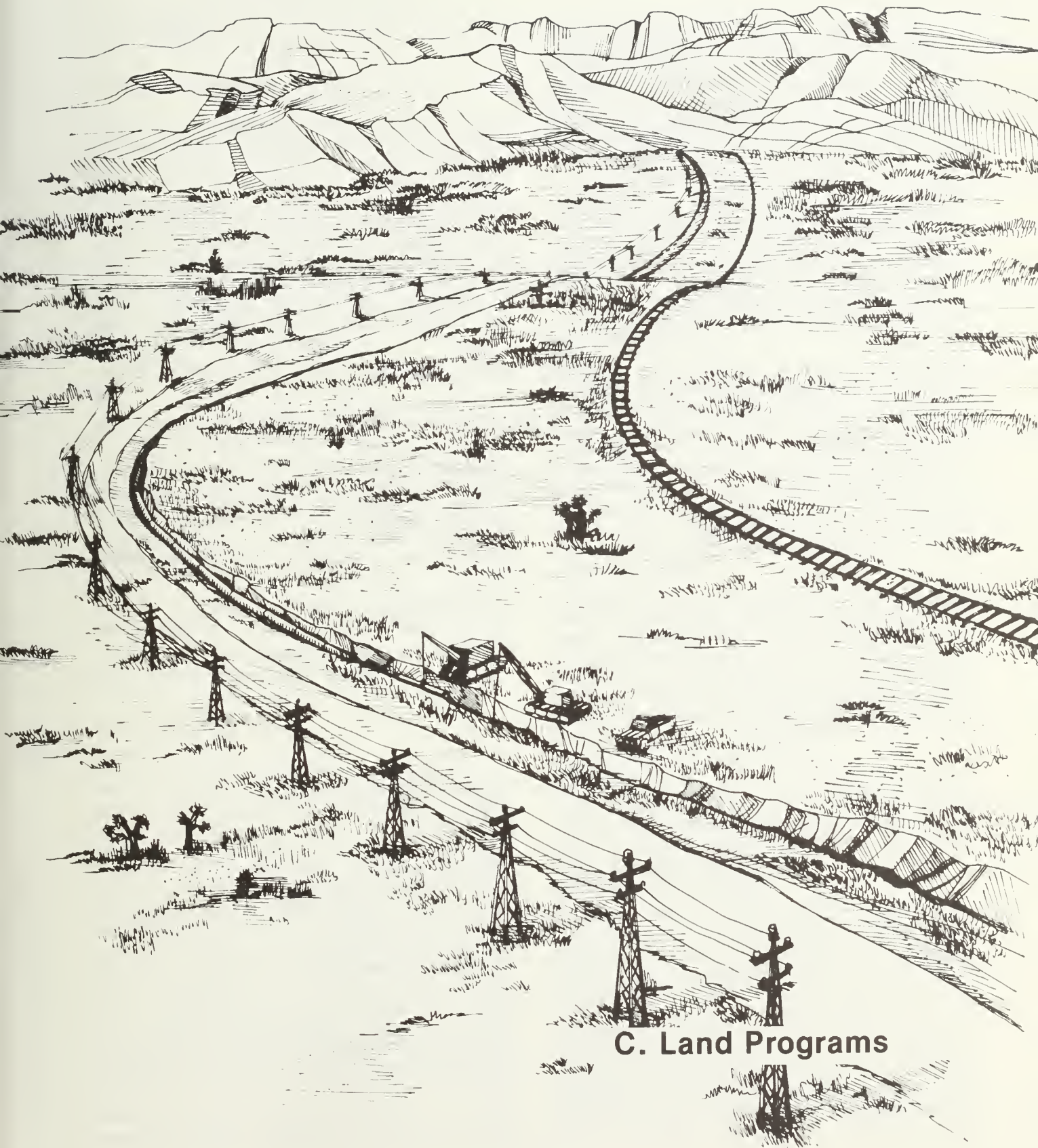
Work Units	1981 Actual	1982 Actual	1983 Planned
Use authorizations.....	408	403	400
Environmental analyses and field exams complet- ed	151	117	96
Compliance checks con- ducted	58	80	72

MINING LAW ADMINISTRATION

Work Units	1981 Actual	1982 Actual	1983 Planned
Plans of Operation Re- viewed.....	-	556	608
Notices Reviewed	-	1,690	1,756
Mineral patent applications processed.....	200	120	170
Mining Claims Recorded	-	175,703	150,000
Environmental Analyses completed.....	226	432	433
Filings (other than mining claims).....	3,059	4,833	-

MINERALS MATERIALS

Work Units	1981 Actual	1982 Actual	1983 Planned
Use Authorizations issued.....	2,960	2,716	2,221
Trespass cases processed ...	47	27	52
Compliance checks con- ducted	1,673	1,687	1,200
Environmental assess- ments completed.....	425	368	546



C. Land Programs

C. LAND PROGRAMS

C.1. LANDS

a) Program Description

FLPMA's most sweeping effect was to consolidate and clarify the objectives and procedures governing the management of the remaining unreserved public lands under BLM's jurisdiction. Although FLPMA establishes retention as the general policy, it also provides for disposal of land at fair market value as long as the disposal is generally consistent with BLM's land use plan and is clearly in the national interest. FLPMA clarifies BLM's responsibilities with respect to land sales, exchanges of land, land acquisition, and granting of rights-of-way for a variety of public purposes.

During the past year, BLM's lands program focused on:

- 1) producing regulations to implement the sale and exchange provisions of FLPMA;
- 2) modifying existing regulations to eliminate unnecessary requirements and streamline procedures;
- 3) responding to State and local government requests for acquisition or use of public land for community expansion and recreation or public purpose activities;
- 4) to the maximum extent 'decentralizing' to allow delegation of decisions to the field level; and
- 5) developing a program to carry out the President's "Asset Management" initiative.

b) Progress Report

In 1981 the Secretary invited the Governors of the western States to identify public lands needed for community expansion or other activities. The Governors responded with nearly 400 requests for a total of 973,000 acres of public land. BLM screened the requests and forwarded those requests for lands not administered by BLM to the appropriate agency. Action plans were developed and implemented for those requests that remained with BLM. Most of the applications received from the Governors were filed under the Recreation and Public Purposes Act. In FY 82, BLM processed over 160 Recreation and Public Purposes applications involving 19,500 acres of land. Other authorities utilized to fulfill requests were the Airport and Airways Development Act and various sections of FLPMA.

Land exchanges provide opportunities to simplify ownership patterns, meeting both public and private

needs. Amendments to the FLPMA regulations, designed to simplify and clarify the exchange process, were proposed September 23, 1982. The most significant change would provide for equal value rather than fair market value appraisals, as now required in existing regulations. This amendment would bring the regulations into greater conformity with Section 206 of FLPMA. It also would allow greater flexibility in exchanges, especially in oil shale exchanges where there is insufficient information to permit a fair market value appraisal. Other proposed amendments involve the relationship between planning and exchanges, elimination of certain publication requirements, and deletion of the requirement making exchanges subject to the Uniform Relocation Assistance and Real Properties Acquisition Policies Act of 1970.

During FY 82 review and evaluation of all lands regulations were emphasized as part of the Administration's regulatory reform program. A number of changes eliminated unnecessary requirements and streamlined the regulations. Proposed regulations on recordable disclaimers of interest and on correction of conveyance documents were issued May 3, 1982, with final regulations scheduled in FY 83. Further efforts on regulatory reform for sales and recreation and public purposes disposals is scheduled during FY 83.

As western states were admitted to the Union, they were granted Federal land for a variety of purposes. At the beginning of 1982, eight states (Arizona, California, Colorado, Idaho, Montana, South Dakota, Utah and Wyoming) had a total remaining entitlement of 528,000 acres. During this year, BLM transferred 80,000 acres, satisfying more than 20 percent of the remaining entitlement.

Activity under the Desert Land Act of 1877 continues to be very heavy in the Nevada and Idaho. There is less activity in other states due to various factors such as limited availability of lands and/or water. As of September 30, 1982, there were 3,500 desert land entry applications still on file; 1,800 of these have been processed.

In keeping with the Administration's desire to decentralize decisionmaking, BLM State Offices were instructed to delegate responsibility for processing lands cases to local District and Area Offices. In the past, most applications were received in the State Offices, reviewed, and then sent to the local field offices for evaluation. Transferring authority to the local offices enhances the face-to-face discussion between the applicant and the field manager, helping to avoid misunderstandings and unnecessary delays. Another benefit of decentralization will be the increased decisionmaking authority the on-

the-ground manager will have, allowing BLM to be more responsive and timely.

c) Issues

Although much has been accomplished, more opportunities exist to streamline procedures for responding to requests for use and acquisition of public land. Key elements of this effort are the ongoing review and revision of out-dated regulations and procedures, and the further delegation of decisionmaking authority.

Another issue is the need for modernization and automation of the Bureau's lands and minerals records system. BLM currently maintains records on millions of realty transactions using very costly and time consuming manual procedures. A three-year project of transferring the data to computer was initiated in FY 82.

d) Budget and Performance (Lands and Realty)

1) Administrative Responsibility

Program Administrator: Assistant Director, Land Resources

Field Administrators: State Directors

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	43,978	33,357	42,441

FUNDING			
	1981 Enacted	1982 Enacted	1983 Proposed
SERVICE CHARGES, DE- POSITS AND FORFEIT- URES			
Appropriation (\$000s)	9,600	*6,341	10,000
ENERGY RELATED REALTY			
Appropriation (\$000s)	9,714	5,712	7,453
NON-ENERGY RELATED REALTY			
Appropriation (\$000s)	24,664	21,304	24,988

aActual amount appropriated was 6,341, however, 2,300 in carryover was brought forward from the previous year

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000s)	40,092	33,207	42,441
Work Years	1,206	995	1,027

PROGRAM OBLIGATIONS			
	1981 Enacted	1982 Enacted	1983 Proposed
SERVICE CHARGES, DE- POSITS, AND FORFEIT- URES			
Dollars (\$000s)	8,296	6,472	10,000
Work Years	176	111	114
ENERGY RELATED REALTY			
Dollars (\$000s)	9,719	5,633	7,453
Work Years	288	206	216
NON-ENERGY RELATED REALTY			
Dollars (\$000s)	22,077	21,102	24,988
Work Years	742	678	697

4) Performance

ENERGEY RELATED REALTY			
Work Units	1981 Actual	1982 Actual	1983 Planned
Environmental Analyses	2,380	1,621	-
Environmental Statements....	-	13	-
Field Examinations	4,789	5,693	-
Use Authorizations	2,758	3,567	-
Compliances	3,567	4,448	-

NON-ENERGY RELATED REALTY			
Work Units	1981 Actual	1982 Actual	1983 Planned
Field Examinations	4,921	4,384	-
Title Transfers.....	1,648	4,897	-
Use Authorizations	8,917	4,552	-
Compliances	2,322	2,708	-
Inventory (Acres)	12,537,995	4,743,223	-

C.2. ASSET MANAGEMENT

a) Program Description

Asset Management is part of a new Federal initiative bringing added emphasis to the ongoing practice of reviewing Federal real property and lands to identify surplus properties for disposal. Executive Order 12348, signed by the President on February 25, 1982, created the Property Review Board. The

Board reviews and develops Federal real property acquisition, utilization, and disposal policies to ensure that unneeded and underutilized Federal property is made available for sale at fair market value. BLM is evaluating lands to determine which should be retained in public ownership for multiple use management and which are more suited for disposal to private and other governmental interests. As directed by FLPMA, this task is accomplished through BLM's land use planning system on a site specific basis, with full involvement of interested citizens, local officials, state governments, and affected Federal agencies.

Within BLM, the Asset Management initiative involves several ongoing disposal programs including: public sales, land exchanges, state indemnity selections, recreation and public purposes leases and sales, Carey Act disposals, Desert Land Act disposals, and Indian allotments.

One of the first determinations made in the implementation of Executive Order 12348 was that certain categories of land would not be sold. These are lands within the National Park System, National Wildlife Refuge System, Indian Trust Lands, and other lands with unique characteristics and national values. These include: wilderness areas, designated wild and scenic rivers, national or historic trails, national conservation areas, national or research natural areas, areas designated for cultural or natural history, areas of critical environmental concern, designated wild horse preserves, and any areas having a Congressional designation.

b) Progress Report

In April 1982, BLM developed an initial inventory of the public lands that could be disposed of without affecting BLM's resource management programs according to existing BLM land use plans. Lands targeted were:

- High value lands near expanding communities,
- Scattered, isolated and unimproved tracts, which are often difficult and costly to manage,
- Lands having agricultural development potential,
- Other lands not needed for Federal programs, and having greater potential in private ownership.

Approximately 2.5 million acres have been identified as potentially available for disposal.

c) Issues

During FY 83, BLM will develop detailed plans to implement the Asset Management initiative in FY 84. The ultimate decisions as to which lands will be transferred will be based on a variety of factors,

with consideration of the needs and desires of present users, prospective buyers, and local governmental entities.

C.3. RIGHTS-OF-WAY

a) Program Description

The Bureau's rights-of-way program includes two distinct activities. First, it covers the granting of rights-of-way for the use of public lands for a variety of private and public uses. These rights-of-way cover such linear uses as roads, trails, pipelines, powerlines and canals and also non-linear uses such as power generating plants, communications facilities and reservoirs.

The primary authorities for granting rights-of-way are FLPMA and the Mineral Leasing Act (MLA). The MLA authorizes rights-of-way for oil, natural gas, and synthetic fuel facilities while FLPMA, which repealed numerous early R/W authorities is now the granting authority for most other rights-of-way uses.

The thrust of the rights-of-way program in the last several years has been energy related in response to industry's increased exploration and development activities for oil and gas and other energy minerals. BLM has experienced a significant increase in applications for pipelines, access roads to lease areas, and for other ancillary facilities needed to expand development of these resources.

The second aspect of the program involves the acquisition of lands or interests in lands (easements) to improve the management of public lands. The Bureau's acquisition program is primarily directed at obtaining access over intervening private lands to permit uses such as mineral development, forest and range management, fire protection, and recreation on the public lands. A few small parcels of land are also acquired for special needs such as seed orchards, nurseries and offices complexes.

FLPMA, in addition to being BLM's general acquisition authority, authorizes the use of money from the Land and Water Conservation Fund (L&WCF) to acquire lands valuable for outdoor recreation. BLM also has authority to acquire lands or easements for intensive management of specific legislated areas such as the King Range in California, the Pacific Crest Trail and Wild and Scenic Rivers.

It is BLM's policy to use its acquisition authority sparingly. It is not BLM's policy to add significant new acreage to the public domain, but rather to resolve irregularities in ownership or to acquire legal

rights which contribute in some significant manner to management objectives.

In 1971, the Alaska Native Claims Settlement Act (ANCSA) authorized reservation of public easements on lands to be conveyed to Alaska Native corporations. As a result, several thousand easements across Native lands providing access to public lands and resources were reserved to the United States Government throughout Alaska. These easements are periodically reviewed, as required by ANSCA, to determine if location is as specified in the conveyance and if the easement is being used. If the easement is not being used, rights of access may be terminated.

b) Progress Report

BLM's rights-of-way regulations were revised in FY 82 to eliminate unnecessary duplication in application requirements and to simplify the rights-of-way process. The revision resulted from BLM's report "Energy Facility Permitting Process," completed April 1981, and from public recommendations. The authority to issue right-of-way grants continued to be transferred to BLM District Offices. This change is reducing application processing time substantially while still meeting resource management and environmental needs.

Major rights-of-way streamlining procedures in FY 82 included:

- Development of a comprehensive right-of-way granting Manual series;
- Development of a standard right-of-way application form;
- Development of a standard Bureauwide right-of-way granting document including standard stipulations;
- Broadened use of Categorical Exclusions; and
- Publication of a Public Service Right-of-Way Brochure.

BLM and the Forest Service continued work in FY 82 under an Interagency Agreement to identify transportation and utility corridors. When the joint corridor work is completed, through the respective land use planning systems, there will be a matrix of preferred right-of-way routes on public and National Forest lands. This matrix will help BLM, the Forest Service, right-of-way applicants, and the public better plan for these important uses.

A substantial portion of the Rights-of-Way Program in recent years has been devoted to processing siting and right-of-way proposals associated with the dramatic increase in domestic energy development and facility construction in the West, the vast

majority of it on public land managed by BLM. In FY 82, BLM was processing applications for right-of-way grants and either conducting or participating in environmental analyses of:

- 12 major pipeline projects;
- 9 major powerplant siting proposals;
- 5 major transmission line proposals;
- 4 major oil shale processing proposals;
- 2 major tar sands processing proposals; as well as
- a variety of major right-of-way projects such as radar sites, oil and gas field development, water related projects (dams, reservoirs, and hydroelectric), wind energy, and others.

Some of the major energy right-of-way projects currently being worked on include:

- Alaska Natural Gas Transportation System (ANGTS)
- Energy Transportation Systems, Inc. (ETSI) Coal Slurry Pipeline
- Allen-Warner Valley Energy System
- San Geronio Pass Wind Generation Site

BLM's access Road Easement Acquisition Policy was revised to make managers more aware of the various options available involving access to the public land. The revised policy provides more flexibility in determining the type of access needed to manage the public land. BLM is currently streamlining its acquisition manual.

In FY 82 BLM expended \$1.2 million for access road easements to support resource programs and provide public access to public lands. Land and Water Conservation funds totaling \$1 million were expended to acquire fee title to scenic easements on 18 tracts encompassing 224 acres. Major acquisitions in 1982 included portions of the Rogue National Wild and Scenic River, the King Range National Conservation area, and the Pacific Crest Trail.

c) Issues

The protection of cultural resources on private lands crossed by a right-of-way continued to be an issue in FY 82. Under existing BLM policy, right-of-way grants include stipulations to protect cultural resources on private lands on the advice of the State Historic Preservation Officer. This policy is now being reviewed to determine BLM's authority to protect cultural resources on non-Federal lands.

BLM's efforts to recover the costs of processing right-of-way applications, as authorized by FLPMA

and the MLA continues to be an issue. Several lawsuits were filed by affected applicants in FY 82.

The primary acquisition issue centers on the difficulty of acquiring sufficient numbers of access easements over non-Federal lands to meet management needs. Without this access the Bureau's ability to manage, protect, and develop public lands and resources is restricted and these lands are not available for use by the general public.

While the checkerboard pattern of the Federal and non-Federal landownership is the major factor, other developments that contribute to the lack of adequate access are:

- Roads previously open to use by BLM and the public are now being closed as private lands are sold or conflicts develop.
- Local governments are vacating or abandoning public roads due to budgetary constraints and other reasons.

d) Budget and Performance Analysis

The Right-of-Way Program is funded as part of the Lands Program. The Construction and Access and Land Acquisition aspects are covered in the following:

1) Administrative Responsibility

Program Administrator: Assistant Director, Land Resources

Field Administrators: District Managers

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Construction and Access Appropriation (\$000s)	1,802	1,73	1,525
Land Acquisition Appropriation (\$000s)	-	3,712	311

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Construction and Access Dollars (\$000s)	1,617	1,401	1,525
Work Years	56	46	39
Land Acquisition Dollars (\$000s)	-	793	311
Work Years	-	9	8

4) Performance

Work Units	1981 Actual	1982 Actual	1983 Planned
Examinations.....	115	175	68
Title Transfers.....	157	168	159
Project Survey & Design	132	233	48

C.4. WITHDRAWAL REVIEW

a) Program Description

The Withdrawal Review Program, mandated by FLPMA, authorizes the Secretary to review certain public land withdrawals in 11 western states by 1991. The purpose of the review is to determine whether, and for how long, the existing withdrawals should be continued. BLM completed an inventory of those withdrawn lands in October 1979.

Of some 347 million acres of public lands in the 11 western states, approximately 57 million acres were segregated from some form of mineral exploration and development and were subject to withdrawal review under FLPMA. Specifically excluded from review were lands set aside for the National Park System, Wildlife Refuge System, Wild and Scenic River System, National Trails System, Indian reservations and other Indian holdings, Wilderness Areas, and the National Forest System. Review of withdrawn lands in Alaska and the eastern states is also not required under FLPMA.

In addition to acreage closed to mineral exploration and development, some 124 million acres of public land were closed by BLM classification orders to some or all of the nonmineral public land laws. BLM is reviewing all of these classifications and terminating them when appropriate.

b) Progress Report

During FY 82 BLM achieved several major goals including:

- completion of field review of all remaining BLM withdrawals.
- establishment of mutually satisfactory schedules for the review of other agency withdrawals.

FY 82 was a year of significant accomplishment. BLM reviewed approximately 20.3 million acres of public lands withdrawn from all or some of the mineral and nonmineral public land laws. The Secretary

approved 274 public land orders revoking withdrawals on 7.2 million acres, of which 4.6 million acres were opened to mining and 1.5 million acres to mineral leasing. Another 7.8 million acres of proposed revocations are nearing final approval. As part of the overall review, BLM also terminated approximately 97.2 million acres of restrictive land classifications, further enhancing multiple use of public lands.

c) Issues

The general public has not voiced an opinion, pro or con, on the review program itself. Certain groups, on occasion, have expressed concern over proposals to open areas receiving heavy public use and/or containing special values to multiple use management including mining and mineral leasing.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Land Resources

Field Administrators: State Directors

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	3,931	4,088	3,840

3) Program Obligations

	1981 Actual	1982 Actual	1983 Proposed
Dollars (\$000s)	3,498	3,798	3,840
Work Years	101	112	108

4) Performance

Work Units	1981 Actual	1982 Actual	1983 Planned
Processing withdrawal applications/revocations.....	706	176	265
Withdrawal review	597	1,023	600
Classification review.....	400	535	200

C.5.ALASKA LANDS

a) Program Description

The Alaska lands program was established to implement the Alaska Statehood Act, ratified on January 3, 1959, and the Alaska Native Claims Settlement Act of December 18, 1971, as amended (ANCSA). The Alaska Statehood Act granted or confirmed to the State approximately 104.5 million acres. ANCSA granted Alaska Native corporations 44 million acres of land. Conveyance of lands selected under these authorities is BLM Alaska's top priority. However, such conveyances are complicated by a number of factors.

There are approximately 7,900 pending Native allotment cases (12,500 parcels) in Alaska. About 3,600 cases (6,000 parcels) were legislatively approved under Section 905 of the Alaska National Interest Lands Conservation of 1980 (Alaska Lands Act). These require boundary staking, survey, and issuance of Certificates of Allotment. The remaining 4,300 cases (6,500 parcels) require various degrees of field examination, conflict resolution, adjudication, survey, and certification.

In addition to the Native allotments, there are approximately 500 pending Alaska settlement claims and other applications for title transfer of small parcels. About 190 settlement claims were legislatively approved pursuant to Section 1328 of the Alaska Lands Act. Adjudication of the remaining claims and other filings must still be completed. All parcels will require boundary staking, survey, and preparation and approval of the survey plat before the patent can be prepared and issued.

Thousands of applications for Native allotments and hundreds of applications for settlement claims and other small tracts are within lands selected by the Native corporations and the State. These applications must be processed, surveyed, and conveyed before the Native corporations or the State can receive patent to the affected adjacent lands.

Approximately 80,000 mining claim location notices are on file with BLM in Alaska. About 12,000 new claims are filed each year. Tens of thousands of mining claims have been filed on lands selected by the Native corporations and the State. Before these lands can be conveyed, determinations must be made as to whether claims are properly filed under FLPMA and if annual affidavits of assessment or notices of intent to hold the claims are timely filed. Also, all applications for mineral patent must either be processed or declared null and void.

More than 1,000 Federal withdrawals must be reviewed and possibly processed for conveyance to

Alaska Native corporations and the State of Alaska. All Federal withdrawals affecting Native corporation selections must be reviewed to determine lands to be transferred or retained by the Federal agency. Determinations also must be made on conveying State-selected lands.

Surveys are still needed on about 14 million acres of Native corporation exterior boundaries, 58 million acres of State exterior boundaries, 16,000 Native allotment parcels, 6,000 other small parcels and exclusions, and 204 small village reconveyance parcels. Native and State entitlements are based upon surveyed acreages. Therefore, full entitlements cannot be determined or conveyed until all related surveys (including inholdings such as Native allotments) are completed.

Another high priority is the review of nearly 40 million acres of BLM lands in Alaska for possible homesteading, homesites, trade and manufacturing sites and headquarters sites (collectively referred to as the Alaska Settlement laws), mining and mineral leasing. The review does not include lands in the National Petroleum Reserve in Alaska (NPR-A), the Central Arctic area or lands selected by the State or Alaska Native corporations. Because FLPMA repealed the Alaska Settlement laws, effective October 22, 1986, a five year program to review these lands was initiated in June 1981. The land use planning process is used to identify lands that can be opened and the types of use that can be made of them. Views of the State, Alaska Native corporations and the public help in the identification of specific lands to be opened.

b) Progress Report

As provided by the Alaska National Interest Lands Conservation Act of 1980 (Alaska Lands Act), the State can select lands until January 1, 1994. In November 1981, more than 100 million acres were made available for future selection by the State. Of these, about three million acres had previously been selected by the State and were made available for conveyance in FY 82. In February 1982, the State filed selection applications for an additional 10 million acres. Many of these selections will be conveyed in FY 83.

During FY 82, BLM conveyed more than 13.3 million acres to the State. This means that as of September 30, 1982, the State has received title to 67.4 million acres, about 65 percent of its entitlement. This includes patent to 22.0 million acres and tentative approval for patent to an additional 45.4 million acres.

During FY 82, BLM conveyed more than seven million acres to Alaska Native corporations. This means that as of September 30, 1982, decisions to

convey have been issued for 30 million acres of land, or 68 percent of their entitlement. Alaska Native corporations own 23.2 million acres; about 53 percent of their entitlement. They have received 3.4 million acres by patent and 19.8 million acres by interim conveyance (legal title which requires survey).

In FY 82, BLM published the first opening of lands in Alaska to Alaska Settlement Claims since 1974, and to mineral leasing since 1966. Lands were also opened to non-metalliferous mining.

In February 1982, about 10,880 acres were opened to homesites, trade and manufacturing sites and headquarters sites; about 276,000 acres were opened to mining; and about 950,000 acres were opened to mineral leasing, all in the Minchumina area of Alaska. The Public Land Order opening these lands also provides for the automatic opening of an additional 9,600 acres to homesites, trade and manufacturing sites and headquarters sites on December 31, 1982, and an additional 9,600 acres on December 31, 1983.

A second opening was made in September 1982. This opening, in the Denali/ Tielke areas of Alaska, resulted in about 407,000 acres being made available to FLPMA leasing and disposal, about 2.1 million acres to mining, and about three million acres to mineral leasing.

The transportation and utility corridor north of Fairbanks, Alaska, including the Trans-Alaska Pipeline System and the proposed Alaska Natural Gas Transportation System, was also considered for opening in FY 82. However, the opening, has been postponed pending the resolution of several matters, including the identification by the State of areas within the corridor that it wishes to select.

c) Issues

As lands are conveyed to the State and Alaska Native corporations, BLM must make an administrative determination, subject to judicial review, that affected waterbodies are navigable or non-navigable. The State owns lands under navigable inland waterways and these acreages are not charged against its entitlement. Under current departmental policy, the State and Alaska Native corporations are charged for all selected submerged lands under non-navigable waterbodies.

The State and many Native corporations feel that BLM determines too few waterbodies as navigable and are concerned that the successful court challenges to these determinations could come too late for them to realize their full entitlement to Alaska Native Corporation lands.

Section 901 of the Alaska Lands Act established a statute of limitations for challenging non-navigability determinations made by BLM on lands being conveyed to Alaska Native corporation lands. The State of Alaska and the Alaska Sportsmen's Association have filed lawsuits claiming this statute of limitations is unconstitutional. Discussions to resolve this litigation began in FY 82. Until these questions are resolved, disagreements over BLM's determinations will continue.

C.6. WILDERNESS REVIEW PROGRAM

a) Program Description

FLPMA made the preservation and management of wilderness a part of BLM's multiple use mandate for the public lands. Comprehensive inventories of the public lands are required to identify potentially suitable areas for the National Wilderness Preservation System. Public participation occurs throughout the three major phases of the wilderness review process: inventory, study, and recommendation.

Wilderness study areas must be evaluated in detail to determine whether they are suitable for preservation as wilderness or more suitable for nonwilderness uses. Before lands are recommended to Congress as suitable, they must be surveyed for mineral values by the U.S. Geological Survey and the Bureau of Mines. Based on the study, the Secretary of the Interior will submit recommendations on each wilderness study area to the President. The President, in turn, will send his recommendations for wilderness to Congress within two years of the Secretary's recommendation. Only Congress can designate areas as part of the National Wilderness Preservation System.

In addition to the overall wilderness review, FLPMA required the Secretary to make wilderness recommendations to the President by July 1, 1980, on areas formally identified prior to November 1, 1975, as natural or primitive areas. By the end of FY 82 one of these recommendations had been made, Aravaipa Canyon Primitive Area (Arizona).

Lands under wilderness review receive special "interim management." FLPMA states that, during the wilderness review, lands must be managed "in a manner so as not to impair the suitability of such areas for preservation as wilderness." The law makes exceptions for valid existing rights and for grandfathered mining, mineral leasing, and grazing uses.

BLM's wilderness review responsibility in Alaska was modified by the Alaska National Interest Lands

Conservation Act of 1980, which exempted BLM lands in Alaska from wilderness review, except for 4.5 million acres in the Central Arctic Area.

b) Progress Report

The wilderness inventory in the western states (excluding Alaska) was completed in November 1980. Of the 175 million acres inventoried, 149 million acres lacked wilderness characteristics and were released from further wilderness review. Some 24 million acres in 949 separate tracts were identified as wilderness study areas. A list of the wilderness study areas was published in the *Federal Register* on March 3, 1981, and in revised form July 8, 1982.

The review of areas previously listed as natural and primitive areas is nearing completion. On September 13, 1982, the President recommended to Congress that it designate Aravaipa Canyon Primitive Area, in Arizona, as wilderness. Of the other 53 natural and primitive areas involved, recommendations on 33 are under review within the Department; recommendations on 11 others will be ready for review in FY 1983; and the remainder will be included with recommendations on adjacent wilderness study areas during FY 83 to FY 86.

Management of any BLM administered lands designated by Congress as wilderness will be guided by the Wilderness Management Policy, published in the *Federal Register* on September 24, 1981. BLM's wilderness studies will be guided by the Wilderness Study Policy, published in the *Federal Register* on February 3, 1982. The document contains planning criteria for recommendations on the suitability or unsuitability of wilderness study areas for wilderness designation. These studies are now underway. Thirteen wilderness study efforts were completed in FY 82. By the end of FY 86, a total of 90 wilderness study efforts will have been completed, covering all BLM wilderness study areas.

During the review, wilderness study areas are managed under the Interim Management Policy and Guidelines for Lands Under Wilderness Review (IMP), issued on December 12, 1979. On April 6, 1981, the IMP was changed to recognize all mineral leases issued prior to FLPMA as valid existing rights, thus making them eligible for full development of the lease rights despite the wilderness study status of the lands involved. Other possible changes to the IMP are still under consideration. The Department's objective is to permit exploration and development activities, especially energy and mineral exploration, to the maximum extent permissible under the law, while protecting wilderness values as much as possible.

c) Issues

Some wilderness inventory results have been challenged by the public through formal appeals filed with the Interior Board of Land Appeals (IBLA). The appeals reflect both pro- and anti-wilderness study viewpoints. IBLA is responsible for deciding all appeals.

The scheduling of wilderness studies is also a public concern because lands remain under interim management constraints during the study period. In response to this concern, BLM is attempting to complete studies as rapidly as possible. The majority of areas will have been studied by the end of FY 84, well ahead of the 1991 deadline set by FLPMA. Rapid completion of the studies will enable "non-suitable" lands to be expeditiously released from interim management constraints. The Department has discussed in testimony before the Congress the need for authorization to release such lands as soon as the President has determined they are nonsuitable. FLPMA does not permit their release until Congress has acted on the need for authorization to the President's recommendation.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Land Resources

Field Administrators: State Directors

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	12,431	13,970	12,189

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000s)	10,889	13,501	12,189
Work Years	204	198	172

4) Performance

Work Units	1981 Actual	1982 Actual	1983 Planned
Inventory (million acres)	36	4.5	1
EIS's (final wilderness)	5	1.3	3.7
Study (million acres)	.2	2.0	5.3
Bureau of Mines/U.S. Geological Survey mineral reports	10	0	0

C.7. RECREATION MANAGEMENT

a) Program Description

The primary objective of BLM's recreation program is to facilitate the use of dispersed and resource-dependent recreation, such as off-highway vehicle use, river rafting, hiking, camping, hunting, and fishing. Many recreational resources, such as rivers, trails, and roadless areas, have National, as well as regional or local significance. In its land use planning, BLM evaluates the significance of these areas and provides for their effective management. In some instances, this planning leads to the areas designation under special National management systems, such as wild and scenic rivers, or scenic, recreation and historical trails.

Nearly all of the public lands managed by BLM are open to recreational use. Areas with specially recognized recreational values include:

- 108 recreational rivers with more than 4,000 miles suitable for floatboating or whitewater use. Thirteen rivers—the Rio Grande, North Fork American, Upper Missouri, Rogue, Beaver, Birch Creek, Delta, Fortymile, Gulkana, Unalakleet, Eel, Trinity, and Klamath—are designated as National Wild and Scenic Rivers. Twenty-two more rivers are currently being considered for inclusion in the system.
- 19 designated components of the National Trail System with nearly 2,000 miles under BLM management; and
- Three National Conservation Areas—Steese, Alaska; California Desert and King Range, California; and one National Recreation Area—White Mountains, Alaska.

A major recreational activity on the public lands is the use of off-road-vehicles (ORVs) such as, motorcycles, minibikes, trail bikes, snowmobiles, dune buggies, and all terrain vehicles. The widespread use of such vehicles began in the late 1960's, and increases significantly each year. BLM recognizes ORV use as a legitimate recreational activity; however, since they frequently conflict with other recre-

ation activities and resource uses (range, wildlife, cultural, etc.), BLM specifically designates public lands as open, closed, or limited to ORV's use.

b) Progress Report

Major program accomplishments in FY 82 include the following:

- A policy to focus expenditures of funds on the highest priority recreation areas was begun to be developed. This will result in a significant realignment that may close many small and locally used recreation areas and sites in the next few years;
- More than 90 special recreation areas, including California Desert Conservation Area, King Range Conservation Area, Lower Colorado River, Red Rocks Canyon Recreation Lands, and many of the popular floatboating rivers in the West were intensively managed. Estimated visitor days are 80-100 million.
- More than 4,000 special recreation permits were issued with an estimated commercial value of \$75 million.
- Mineral Ridge Trail (Idaho) and Coalinga Springs Trail (California) were designated National Recreation Trails.
- The Secretary designated Diamond Craters (Oregon), more than 16,000 acres of public land, an Outstanding Natural Area.
- A new fee policy for special recreation permits and fee-use sites such as campgrounds was developed and reviewed by field officials and the public, and will be implemented in FY 83.
- A research paper, "The Role of Volunteers in the Recreation, Cultural and Wilderness Program," was developed and distributed. This paper calls for better recruiting and use of volunteers.
- A draft "Volunteer Guide Book" was developed and started through field review.

c) Issues

BLM is considering giving priority to special recreation areas of National significance. In conjunction with this effort BLM is developing procedures and incentives to place funding and management responsibilities for areas of greater significance locally than nationally with states and/or the primary beneficiaries of the recreation opportunities.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Land Resources

Field Administrators: State Directors

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	7,946	5,688	6,472

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000's)	7,815	5,620	6,472
Work Years	224	167	143

4) Performance

Work Units	1981 Actual	1982 Actual	1983 Planned
River & Trail Studies and Plans	9	5	6
ORV Designations (million acres)	10.7	-	4.7
Recreation Inventory (million acres)	9.4	0	4.9
Special Recreation Permits Issued	4,935	5,340	4,000

C.8. NATURAL HISTORY RESOURCE MANAGEMENT

a) Program Description

FLPMA requires that BLM provide for scientific use of appropriate natural resources, as an integral part of multiple use management. FLPMA also requires BLM to protect the quality of ecological and other scientific resources, and to preserve certain public lands in their natural condition. Similar provisions are contained in the Alaska National Interest Lands Conservation Act, the Oregon and California Grant Lands Act, the Land and Water Conservation Fund

Act, the Taylor Grazing Act, and the National Environmental Policy Act.

BLM is required to consider scientific resource values in formulating, approving and implementing resource development and management plans. In addition, the Natural History Resource Management (NHRM) Program is being developed to enhance BLM's contributions to the Federal Research Natural Area Program, State Natural Heritage Programs, the National Natural Landmarks Program, and the Biosphere Reserves System of the United Nations Educational, Scientific, and Cultural Organization's (UNESCO) Man and the Biosphere Program.

Through the NHRM Program, BLM identifies natural areas on public lands having significant scientific and educational values; develops and implements site specific measures to protect these areas (while allowing all compatible uses), and facilitates use of these areas by researchers, educators and others in environmental science fields. BLM coordinates its efforts with other Federal agencies, state and local governments, and private institutions to identify the types of natural areas needed in a balanced national system.

In the late 1940's, BLM first contributed to the development of a national system of designated Research Natural Areas (RNAs) to maintain natural diversity and facilitate observational scientific research. In total, 28 RNAs have been designated on 58,000 acres of public lands. Reviews are underway on 71 additional sites.

BLM also participates in the National Park Service's National Natural Landmarks (NNL) Program, established by the Secretary in 1963. The purpose of the program is to identify and encourage protection of scientifically selected areas throughout the United States that are nationally significant representatives of the country's natural heritage, without discrimination as to ownership or administrative jurisdictions. Of the 543 National Natural Landmarks designated by the Secretary, 42 occur wholly or in part on BLM-administered public lands.

b) Progress Report

Program accomplishments during FY 82 include:

- 36 existing and potential Research Natural Areas covering 225,000 acres, and public land portions of 17 existing National Natural Landmarks were protected from unauthorized uses;
- 6 sites totaling 4,668 acres in California, New Mexico, and Oregon were established as Research Natural Areas;

- 2 sites covering 3,449 acres in New Mexico were designated by the Secretary as National Natural Landmarks; and
- 12 additional sites, totaling 15,770 acres, were recommended for establishment as Research Natural Areas on the basis of completed site evaluations.

In addition, BLM participated in Biosphere Reserve selection panels for the Mojave and Colorado Deserts and the North Coast Ranges of California. Two of four public land areas evaluated, the Northern California Coast Range Preserve Research Natural Area, and the Santa Rosa Mountains Wildlife Management Area, were recommended by the panels for nomination to the Man and Biosphere International Coordinating Council.

c) Issues

A major concern is the widely recognized, accelerating loss of biotic diversity in the Nation. Systematic procedures and cost effective criteria should be applied to ensure the most efficient use of BLM's resources for preserving unique and representative examples of natural diversity as opportunities for scientific research.

d) Budget and Performance Analysis (Natural History and Cultural Resources)

1) Administrative Responsibility

Program Administrator: Assistant Director, Land Resources

Field Administrators: State Directors

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	4,153	4,510	4,544

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000s)	4,132	4,259	4,544
Work Years	110	113	103

4) Performance

Work Units	1981 Actual	1982 Actual	1983 Planned
Site Protection (#).....	10	53	73
Site Evaluation (#).....	0	31	96
Site Designation (#).....	0	6	-

C.9. CULTURAL RESOURCE MANAGEMENT

a) Program Description

The National Historic Preservation Act, supported by the Federal Land Policy and Management Act, gives BLM its primary direction for managing the Federal government's largest cultural resource base. In a partial inventory BLM has recorded approximately 100,000 archaeological and historic properties and estimates that a full inventory would show five million properties on BLM administered lands.

The inventory sample shows a highly varied physical record of some 20,000 years of human history. Representations of this long past include: the scarcely noticeable scatters and deposits of prehistoric stone tools marking temporary work sites of the hemisphere's earliest human occupants; awe-inspiring twelfth-century A.D. masonry pueblos and cliff dwellings of the Southwest; still visible ruts of early-settlers' wagon trails; abandoned military posts; mysterious aboriginal rock art symbolizing both secular and sacred worlds; mining ghost towns with elaborate Victorian-era architecture; failed homesteads; and many others.

In its cultural resource management program BLM identifies, records, evaluates, plans for, and makes wise use of the cultural resources under its jurisdiction, protecting those which should be conserved against human-caused or natural deterioration. The program's original role was to ensure compliance with the National Historic Preservation Act, the National Environmental Policy Act, and Executive Order 11593. Compliance with these requirements continues to be a major workload feature, however, the focus of the program under FLPMA has shifted toward full management of cultural resources.

b) Progress Report

Program accomplishments in FY 82 include the following:

- More than 270 BLM cultural properties are on the National Register of Historic Places. Approximately 380 additional properties have been

nominated or determined eligible for inclusion. Also, an estimated 14,000 properties have been evaluated as suitable for nomination, a number that is increasing at a rate of over 1,000 properties per year.

- Inventories of existing cultural resource data have been compiled for about 70 per cent of BLM-administered lands. In addition, low percentage sample inventories were completed on about five million acres in FY 82.
- New emphasis was put on using sample inventory results together with other known data to concentrate intensive inventory where it is most likely to reveal significant cultural properties. Predictive modeling of this kind was the subject of several memoranda of agreement with the Advisory Council on Historic Preservation. Modeling reduces inventory time and costs and eliminates unneeded inventory without creating undue risks to significant cultural properties.
- Approximately 10,000 cultural properties have been evaluated and classified according to one or more BLM categories of use: socio-cultural use, current or potential scientific use, management use, and conservation for future use. These classifications give field managers a sound basis for considering the importance of the properties when making multiple use decisions.
- Nearly 25,000 fragile and threatened cultural properties were protected by one or more means, including patrol, posting signs, erecting fences, and site stabilization; periodic patrol was carried out over nearly 2.5 million acres of public lands.
- An award-winning, BLM-produced short feature film, *Antiquities, was distributed through theaters. The film is aimed at improving public understanding and appreciation of cultural properties and discouraging thoughtless vandalism and theft of artifacts. Several brochures with a similar message have also been prepared as part of a public affairs plan and school involvement has begun in several states.*
- Draft cultural resource program regulations, including BLM procedures for complying with the National Historic Preservation Act, were prepared during FY 82. These regulations would integrate governmentwide requirements into BLM management systems.
- Procedures for meeting the permit provisions of the Archaeological Resources Protection Act were prepared, and will be issued when uniform regulations for the Act are published.

c) Issues

A key issue in the cultural resource management program is the inherent conflict between conserving fragile and irreplaceable archaeologic and historic resources and allocating public lands for other uses, such as energy development. BLM depends on the ongoing multiple-use planning process to ensure cultural resource values are given adequate consideration in land and resource use decisions.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Land Resources

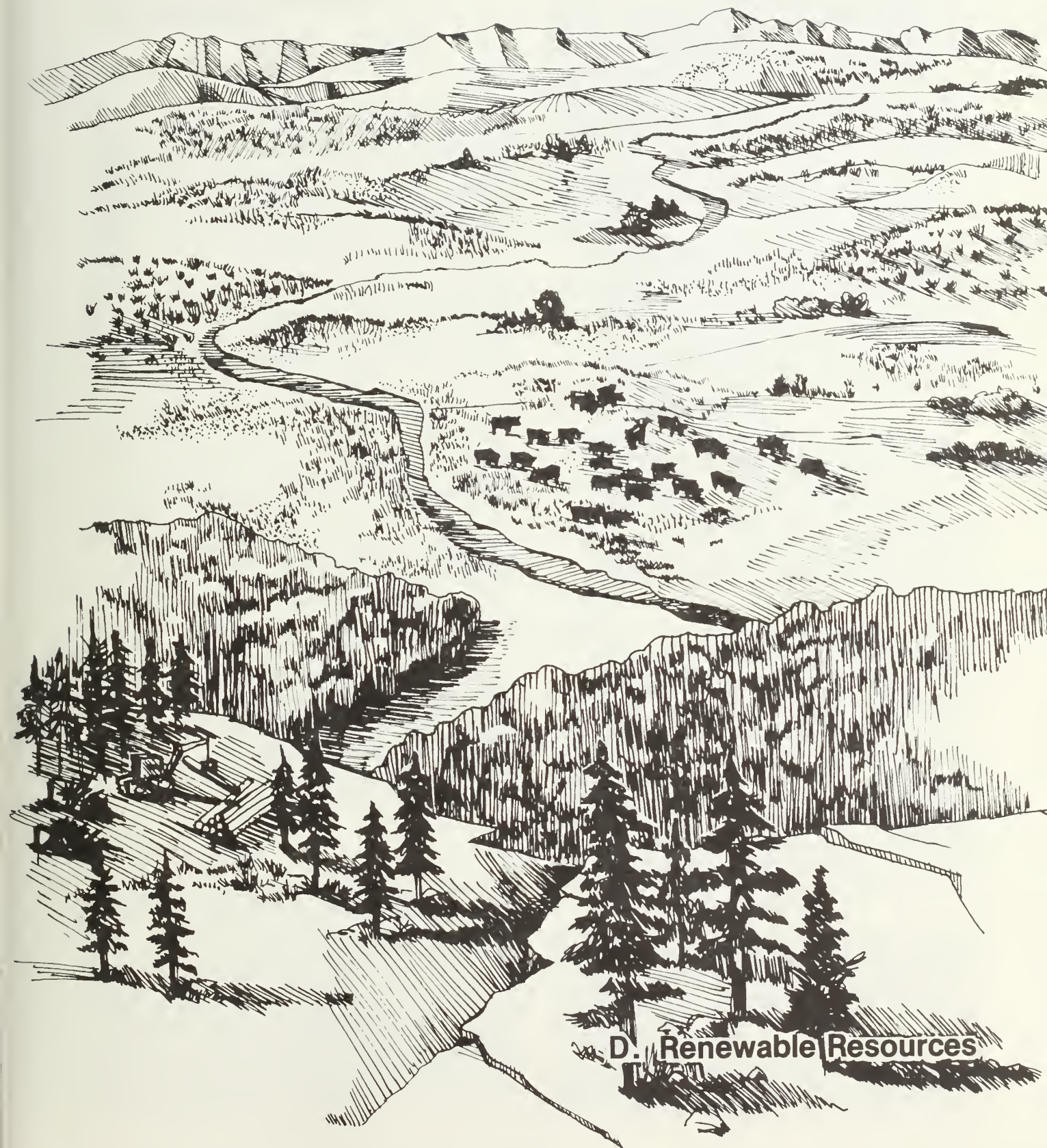
Field Administrators: State Directors

2) Funding and Program Obligations

The Cultural Resource Program is funded together with the Natural History Program

3) Performance

Work Units	1981 Actual	1982 Actual	1983 Planned
Inventory (million acres)	1.8	.9	.8
Major Protection/Stabilization (# projects).....	38	41	44
Permits (#)	277	384	425



D. Renewable Resources

D. RENEWABLE RESOURCES

D.1. LIVESTOCK GRAZING MANAGEMENT

a) Program Description

The Bureau of Land Management administers grazing by livestock on 170 million acres of public rangelands in 11 western States (exclusive of Alaska). Rangelands are lands on which the native vegetation is predominantly grasses, grasslike plants, forbs, or shrubs. Grazing permits are issued for up to ten years and authorize the annual grazing use by approximately 22,000 livestock operators.

BLM's rangeland management program is guided by the Taylor Grazing Act (TGA) of 1934, FLPMA and the Public Rangelands Improvement Act (PRIA) of 1978. These Acts outline the following broad goals for rangeland management and improvement:

- To administer livestock grazing on public rangelands to balance use and sustain resource productivity.
- To protect and improve the rangeland resources through sound land use planning, which includes making cost effective investment and management decisions.
- To make decisions in consultation, cooperation, and coordination with the lessees/permittees involved, the affected landowners, interest groups, individuals, and other agencies.
- To make sure that improvements in rangelands provide multiple use benefits.

The Bureau conducts soil and vegetation inventories at varying intensities to aid the land use planning process and to provide a baseline for monitoring. Monitoring studies are conducted to determine if rangeland management goals are being met and to determine the need for, and extent of changes from current management practices.

b) Progress Report

The rangeland management program is influenced by the judgement of the U.S. District Court in the case of the *Natural Resources Defense Council, Inc., v. James G. Watt*, . The 1975 court order, as amended in 1978, requires BLM to prepare 144 site specific grazing Environmental Impact Statements (EISs) by 1988. BLM is essentially on schedule in meeting this order, 67 EISs had been filed by September 30, 1982. These EISs addressed livestock grazing on 92 million acres of public lands in ten states; an additional 17 EISs, covering 20 million acres, will be completed in FY 83.

The final grazing management policy issued on March 5, 1982, alters the Bureau's approach to land use plans and associated EISs. Under this policy, a "selective management" concept is used to assign priorities among allotments for actions such as inventories, monitoring, installation of rangeland improvements, supervision of the way the allotment is used, and adjustments in grazing use. The intent of the policy is to obtain the maximum return on each program dollar spent by concentrating management capabilities where the needs are greatest. Major features of the final policy are:

- The grazing portion of land use plans and associated EISs will be prepared at a level consistent with the existing data base and identified resource conflicts. Additional inventory data will be collected only when the need for this information is identified through land use planning. Monitoring information will be used to supplement existing inventory data as a basis for livestock use adjustments.
- Grazing allotments will be divided into three major categories according to their current condition and potential for resource and economic improvement. The primary management objectives for the categories are to: (1) *maintain* current satisfactory condition; (2) *improve* current unsatisfactory condition; or (3) manage the allotments *custodially*, while protecting existing resource values.
- The Bureau will use categorization as the basis for proposing the timing and intensity of needed management actions. Most available funding and personnel will be directed toward allotments in the Improve category, which have a clear potential for cost-effective improvement.

The five Experimental Stewardship Areas: Randolph in Utah; Tonopah in Nevada; Challis in Idaho; East Pioneer in Montana; and Modoc-Washoe in California continued to be evaluated. The cooperative efforts between the concerned agencies (BLM & FS) and the operators have been successful and, in FY 82, the stewardship program began to move from experimental to operational.

A final renewable resources monitoring policy statement, issued on April 16, 1982, provides direction for the coordinated planning and implementation of monitoring studies. Procedures for monitoring and evaluating results are being developed in a series of BLM Manual sections.

Final amendments to the grazing regulations were published in the Federal Register of September 21, 1982. These amendments simplified the existing

regulations and incorporated the changes required by the final grazing management policy.

BLM and the Forest Service jointly initiated a grazing fee study, as required by the Public Rangelands Improvement Act of 1978. That Act established the current grazing fee formula on a 7-year trial period (1979-1985) and requires the Secretaries of the Interior and Agriculture to submit a report to Congress by December 31, 1985. The report is to include an evaluation of the current grazing fee formula, identification of other fee options, and recommendations for a grazing fee system for 1986 and subsequent years. Evaluation of the current formula began in December 1981 with a survey of 12,000 ranching operations in five Northern Great Plains states to check the validity of the forage value index. As a result of this survey, the two agencies modified the 1982 June Enumerative Survey of 16 western states to include additional questions to verify private grazing land lease rates.

Two other major grazing fee studies are ongoing. Colorado State University has been awarded a contract to identify and evaluate other grazing fee options. The Bureau and the Forest Service are conducting a rental value appraisal of public grazing lands in the West to help determine fair market value for public land grazing use. Fair market value was last established in 1966 after a survey of 10,000 ranchers. The current appraisal will survey between 30 to 100 thousand persons leasing either or both public and private grazing lands.

c) Issues

Grazing fees collected for public land use remain an issue. The fee is calculated annually, using a formula provided in the Public Rangelands Improvement Act (PRIA). In 1982 the fee was \$1.86 per Animal Unit Month (AUM), down from \$2.31 in 1981. This 1982 fee of \$1.86 contrasts with the average private grazing land lease rate of \$8.83 per AUM for the same period. The two rates are not directly comparable, however, and one reason for the 7-year trial period for the current grazing fee formula is to allow time for the Secretaries of Interior and Agriculture to refine their data on the value of public land grazing.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Renewable Resources

Field Administrators: State Directors, District Managers

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	44,955	36,138	34,674

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000s)	41,679	34,822	34,674
Work Years	1,140	997	903

4) Performance

	1981 Actual	1982 Actual	1983 Planned
Grazing EIS's Completed (#)	13	21	17
Millions of Acres Inventoried	16.2	23.5	13.3
AMP's Implemented (#)	218	220	170
AMP's Supervised (#)	1,465	3,546	7,265
Grazing Permits Issued (#)	26,332	26,418	24,207
Allotments Monitored (#)	2,125	5,106	4,235

D.2. Range Improvement

a) Program Description

The Bureau's rangeland improvement program is authorized by the Taylor Grazing Act (TGA) of 1934, the Federal Land Policy and Management Act (FLPMA) of 1976, and the Public Rangelands Improvement Act (PRIA) of 1978. These three Acts establish and reaffirm a national commitment to improve the condition of the public lands, with resulting benefits to wildlife, watershed, and livestock. Range improvement activities include, but are not limited to, seeding, fence construction, weed control, water development, enhancement of fish and wildlife habitat, and maintenance of existing improvements. Decisions on the types of improvements needed are reached through the land use planning/EIS process.

Congress annually appropriates funds from two sources to support the Bureau's rangeland improvement program. The range betterment fund consists of 50 percent of all public land grazing fees collected, or \$10 million a year, whichever is greater. These funds are appropriated under the

authority of the TGA, as amended by FLPMA, specifically for rangeland improvement work. Grazing administration funds consist of funds appropriated by Congress under FLPMA and PRIA, which may also be allocated to range improvement. The Bureau currently directs range betterment funds toward implementation of new on-the-ground improvements, while grazing administration funds are used for administration of the range improvement program, preparation of environmental and resource clearances, and other actions needed or required by law to support new improvements. Most maintenance is funded from grazing administration funds.

b) Progress Report

The Bureau is gradually transferring responsibility for maintaining structural rangeland improvements to individuals directly benefiting from the improvements. When the transfer is completed during FY 84, funds now being spent for maintenance will be available for new improvements.

To increase the amount of funds available for improvement work, the Bureau is encouraging private contributions toward rangeland improvements on public lands. Interim policy guidelines issued during FY 82 provide incentives for private contributions, including assigning a high priority to implementation of improvements funded with private contributions.

New economic analysis procedures for making decisions about investments in rangeland improvements were developed during FY 82 by BLM, in cooperation with a special task force of western University economists. These procedures, which consist of three gradually tighter economic screens, will help determine which grazing allotments can produce the greatest return on dollars invested and where the dollars should be invested first. Investments that cannot be justified strictly on economic terms must demonstrate overriding resource or social concerns. District Grazing Advisory Boards will have a more active role in the decisionmaking.

c) Issues

One issue related to the transfer of maintenance responsibilities is how much maintenance a livestock operator should assume if the improvement also provides benefits other than to livestock management. The Bureau's position is that if the improvement is primarily for the benefit of livestock, the operator should assume maintenance costs. Primary benefits are defined as 50 percent or more of the benefits received. A final rangeland improvement policy, to be issued in FY 83, will clarify procedures for determining who should assume main-

tenance responsibilities and when cost-sharing between the Bureau and a beneficiary is more equitable.

d) Budget and Performance Analysis (Range Improvement)

1) Administrative Responsibility

Program Administrator: Assistant Director, Renewable Resources

Field Administrators: State Directors, District Managers

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	13,117	13,226	11,200

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000s)	12,326	9,419	11,200
Work Years	226	153	135

4) Performance

Work Units	1981 Actual	1982 Actual	1983 Planned
Developed			
Water Facilities	779	872	930
Miles of Fence	690	509	720
Management Facilities.....	159	169	100
Projects Surveyed & Designed	1,828	2,888	1,315
Maintained			
Water Facilities	1,978	1,698	1,300
Miles of Fence	724	433	300
Management Facilities.....	166	115	50

D.3. SOIL, WATER, AND AIR

a) Program Description

Protection and management of the soil, water and air resources of the public lands are basic responsibilities of BLM and are central to both the short-and

long-term objectives of BLM programs. Increased environmental awareness and concern for these resources resulted in several new laws and executive orders in the last decade, among them the Federal Water Pollution Control Act Amendments, Safe Drinking Water Act, Clean Water Act, Colorado River Salinity Control Act, Clean Air Act, and the National Environmental Policy Act.

The program conducts soil and water inventories and supports studies and research of water quality and quantity, air quality, erosion, and watershed practices to improve the effectiveness of BLM's management of the soil, water, and air resources associated with public lands. Soil and water inventory data provide much of the resource information needed for multiple use planning and preparation of environmental impact statements and assessments. Soil surveys help determine soil-vegetative relationships, which are used to develop guidelines for rangeland management. Soil surveys also provide the basic data for range resource inventories. These data also contribute to successful operation of other BLM programs, such as energy development or recreation. BLM inventories and monitors climate, meteorology and air quality to support multiple-use planning, prescribed burning, rangeland management, energy and mineral leasing, and other resource programs.

b) Progress Report

In the past fiscal year, 12.5 million acres of soils were inventoried. Almost 12 percent of the total workload necessary to identify and quantify water use is now complete. The Bureau will share this information with states to help them identify what water sources on public lands are available for appropriation under state water law.

The Bureau has taken steps to comply with a Department of the Interior's Solicitor's opinion issued in September 1981 holding that the Bureau must file for use of nonreserved water located on public land under state law, similar to other public and private claimants. A policy statement to clarify BLM actions to be taken under the opinion was issued last December. Related sections of the BLM Manual have been revised.

The BLM's air resource program supports the National Acid Precipitation Assessment Program by operating acid rain monitoring stations at remote locations in nine western states. These stations are providing data essential for the development of national acid precipitation maps to determine the trends and possible impacts of acid deposition in the western U.S.

c) Issues

The new water rights policy has created concern among environmental/conservation groups and in some states. Under most state water laws, first priority for water use is given to purposes defined as beneficial uses, such as mining and agriculture. Not all states recognize wildlife as a beneficial use. The Bureau is working with individual states to resolve potential use conflicts.

Air quality issues primarily center on energy and minerals lease activity and on the Clean Air Act requirements for the Prevention of Significant Deterioration of air quality and the impairment of visibility in Class I areas (e.g., National Parks and Wilderness areas). How increments of allowable air quality deterioration are allocated can influence the future industrial development within a state, particularly energy and mineral development. For environmentally balanced development of energy and mineral resources on public lands, an adequate share of the air quality increment must be available for future development. Currently, states allocate air quality increments, on a first-come, first-served basis. Therefore, BLM planning and program activities must coordinate with states to assure that future energy and mineral development potential is properly considered by the state.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Renewable Resources

Field Administrators: District Managers

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	22,073	17,042	16,956

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000s)	20,599	16,648	16,956
Work Years	397	322	293

4) Performance

Work Units	1981 Actual	1982 Actual	1983 Planned
Millions of acres inventoried.....	18.9	35.1	27.3
Studies conducted	455	569	145
Water use identification and quantification.....	5,929	1,692	1,700

D.4. FOREST MANAGEMENT

a) Program Description

Approximately 90 million acres of the land under BLM's jurisdiction is forest land. Most of this (64 million acres) is in Alaska where timber development has been deferred until State selection, native claims, withdrawals, and other dispositions are completed. At present, most of the land in Alaska is difficult to harvest because of the lack of transportation and distance to markets. Of the remaining 26 million acres of forest land outside of Alaska, 5 million acres are capable of producing high quality commercial timber in quantities sufficient to warrant intensive management.

The remaining 21 million acres, called "woodlands," are covered with open-grown stands of widely scattered trees. Historically, these lands have not been considered valuable as a commercial wood source, although they do produce posts, poles, Christmas trees, and fuelwood. Woodlands are often managed less intensively than commercial timber lands. They are managed for a variety of values including wood products, livestock forage, wildlife habitat, recreational uses, watershed protection, and minerals.

By far the most commercially valuable of the timber lands managed by BLM are the 2.4 million acres in western Oregon known as the "Oregon and California (O&C) railroad grant lands" and the "Coos Bay Wagon Road (CBWR) grant lands." They were originally granted to private ownership in the 1800's for railroad and wagon road development but were returned to the Federal government when the developers failed to meet the terms of their land grants. Among the most productive forests in the country, these lands produce about 91 percent of the total board feet annually harvested from BLM forests. The timber produced on BLM lands outside of western Oregon is important to many small western communities, although it is not significant nationally.

b) Progress Report

BLM is currently updating land use and timber management plans for the 5 million acres of commercial timber lands within its jurisdiction. This process includes the preparation of Environmental Impact Statements (EISs) for the major forested areas in western Oregon, northern California, and northern Idaho. The status of the EISs in progress is as follows:

EIS Status	
North Idaho	Decision Document Released
Ukiah, CA	Decision Document Released
Coos Bay, OR	Draft Decision Released
West Salem, OR	Final Timber EIS Released
East Salem, OR	Draft Timber EIS Released
Roseburg, OR	Draft Timber EIS Released
Eugene, OR	Scoping Completed

Decision documents for all O&C lands in western Oregon will be issued in FY 83. This will complete a new 10-year forest land management plan. A new allowable cut level will be developed by the start of FY 84.

BLM continued its program to increase sales of logging residue and small salvage sales. Over 200 tracts totaling approximately 58 million board feet (MBF) were offered for sale in FY 82.

c) Issues

Proposals to set aside timberlands for purposes that do not allow logging and consequently reduce the timber harvest continue to be a major issue. While BLM expects this issue to be raised over and over as land use plans are developed, current controversy is focused on the timber management plan for the Coos Bay District in Oregon. BLM, through its planning process, has developed and analyzed a range of alternative land use allocations with resulting timber harvest levels both above and below the current level. A draft decision document has been released for public review. The proposal therein would increase timber sales by 14 percent to a new harvest level of 266 MBF.

The use of chemical herbicides as a management tool continues to be an issue, especially in western Oregon where appeals and legal actions are affecting implementation of vegetation management programs.

Because of the depressed lumber market and unusually high bidding on timber sales in 1979, 1980, and 1981, the Secretary declared that timber sale contracts executed prior to October 1, 1982, will not expire until December 31, 1983. Approximately 2.4 billion board feet of timber sold at a price of nearly \$740 million are affected. Purchasers of the affected timber continue to seek relief in the form of contract time extensions and no-penalty contract terminations. In the meantime, new regulations to encourage timely harvest and less speculative bidding have been implemented to avoid a recurrence of this situation. Factors considered during the development of the new regulations included fairness to all bidders, discouragement of speculative bidding, flow of income to the O&C counties, and disruptive effects of delayed harvest on BLM's reforestation program.

Another issue is funding of the forest management program on the O&C and CBWR lands. In FY 82 Congress provided a direct appropriation of \$52,788,000 for the O&C appropriation. A direct appropriation is also being requested for FY 83. This approach will eliminate the difficulties in projecting appropriation levels as a result of economic fluctuations and permit more orderly program planning and management of the lands in western Oregon.

Demand has increased dramatically for fuelwood from all forest lands, both for personal and commercial use. In many areas, improved inventories and economic, social, technological, and environmental studies are needed before program expansion can be effectively administered.

d) Budget and Performance Analysis: Forest Management (O&C)

1) Administrative Responsibility

Program Administrator: Assistant Director, Renewable Resources

Field Administrators: Oregon State Director, District Managers, Salem, Eugene, Coos Bay, Roseburg, and Medford, Oregon

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	34,476	37,245	45,320

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000s)	32,208	31,689	45,320
Work Years	1,160	853	786

4) Performance

Work Units	1981 Actual	1982 Actual	1983 Planned
Timber Sold (MBF)	1,083,200	1,093,345	1,116,300
Acres Reforested	28,240	20,052	18,000
Land Treatment (acres)	-	43,445	45,000
Site Preparation	-	23,227	23,000
Protection	-	10,690	10,000
Release	-	9,528	12,000
Thinning (acres)	4,093	12,600	12,000

e) Budget and Performance Analysis: Forest Management (Management of Lands and Resources)

1) Administrative Responsibility

Program Administrator: Assistant Director, Renewable Resources

Field Administrators: State Directors, District Managers

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	8,375	8,263	5,642

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (000s)	9,310	8,138	5,642
Work Years	246	232	145

4) Performance

Work Units	1981 Actual	1982 Actual	1983 Planned
MBF Timber Sold	99,098	100,800	92,000
Acres Reforested	2,181	1,676	2,500
Land Treatment (acres)	-	1,210	2,475
Site Preparation	-	666	1,735
Protection	-	502	300
Release	-	42	440
Thinning (acres)	1,767	532	1,000

D.5. WILDLIFE

a) Program Description

The Bureau of Land Management manages extensive and diverse habitat for hundreds of wildlife species. These resources are prized for their recreational, scientific, educational, social, economic, cultural, subsistence, and esthetic values. Some 68 federally listed threatened and endangered plant and animal species have been identified on the the public lands. Endangered species legislation, passed in the late 1960s and 1970s, added a new dimension to management of the Nation's wildlife by providing a means for conserving and managing ecosystems essential to plants and animals in danger of extinction.

Working with state wildlife agencies, BLM carries out its mission of managing fish and wildlife habitats on the public lands by ensuring that wildlife needs are considered in all land-use planning and decisionmaking. BLM has executed memoranda of understanding and numerous cooperative agreements with 14 western states and seven states in the East. To summarize these arrangements, the states are responsible for wildlife population management, while BLM is responsible for managing the habitat on public lands. By protecting and improving habitat on public lands, BLM helps compensate for population losses caused by declining habitat on private lands. The interdependence of habitat and population management makes the close coordination between BLM and states a critical element in BLM's wildlife management program.

The Federal Land Policy and Management Act (FLPMA) recognized wildlife as one of the principal uses of the public lands. It also further increased BLM's authority, as well as its responsibility, to manage, protect, and enhance wildlife resources. Since the passage of FLPMA in 1976, BLM has increased its effort to inventory, plan for, and implement on-the-ground management and use of terrestrial and aquatic wildlife habitat.

b) Progress Report

Special attention in 1982 was focused on several key wildlife management activities, among them are:

- *Inventory and Planning* Streamlined inventory and data analysis techniques for threatened/endangered and other wildlife species and focused data collection on those BLM lands where critical issues or potential conflicts are the greatest. Inventory efforts have been shifted from extensive to intensive.
- *Monitoring* Initiated directives to establish coordinated renewable resource monitoring programs for evaluating the effectiveness of management actions. Initiated procedures for streamlining the monitoring process by focusing in areas where: (1) management decisions are being implemented, or (2) information is needed to resolve significant resource management issues or conflicts. Monitoring is aimed at resolving significant issues with other activities such as energy development, grazing, and rights-of-way.
- *Endangered Species Act (ESA)* Worked with the FWS to streamline the ESA Section 7 consultation process to ensure timely threatened/endangered species clearance on energy related projects.
- *Habitat Improvement* Continued cooperation with State wildlife agencies to ensure conservation and rehabilitation of wildlife habitat under the Sikes Act and FLPMA authority.
- *Endangered Species Recovery* Cooperated with State and Federal wildlife agencies and organizations to provide habitat for the release of captive-reared peregrine falcons. Worked cooperatively with FWS and State of Wyoming in developing and implementing studies to determine effects of oil and gas development on the endangered black-footed ferret. Also assisted in developing new inventory techniques.

c) Issues

The wildlife program needs to further concentrate and streamline its coordination with other Bureau programs. This will ensure that managers have the most complete and comprehensive wildlife information when making multiple-use resource decisions.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Renewable Resources

Field Administrators: District Managers

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	20,193	14,918	15,126

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000s)	18,901	14,688	15,126
Work Years	480	382	330

4) Performance

Work Units	1981 Actual	1982 Actual	1983 Planned
Millions of acres inventoried.....	35.3	27.2	15.5
Miles of Stream inventoried ..	2,551	8,150	300
New HMPs prepared and revised	101	124	30
Thousands of acres of wildlife habitat improved....	6.3	1,506	1,400
Miles of stream habitat improved.....	400	2,996	2,900
Millions of acres of wildlife habitat maintained.....	-	0.9	1.0
Miles of stream habitat maintained.....	-	3,398	3,500
Millions of acres monitored...	-	1.8	20.7
Miles of stream habitat monitored	-	1.8	1.0

D.6. WILD HORSE AND BURRO MANAGEMENT

a) Program Description

The protection, management, and control of wild horses and burros on public lands administered by BLM were entrusted to the Secretary of the Interior¹ by the Wild Free-Roaming Horse and Burro Act

¹ The Forest Service through the Secretary of Agriculture shares in the responsibility. However, 95 percent of the animals are on BLM administered lands.

of 1971. The Act has been amended by provisions contained in the Federal Land Policy and Management Act of 1976 and the Public Rangelands Improvement Act of 1978. The amendments significantly improved and strengthened BLM's management capabilities.

The 1976 amendment allowed the use of helicopters and motorized vehicles for removing excess animals. Prior to that, capture operations were slow, dangerous, and costly. The 1978 amendments were much broader in scope and focused on improving management through research and consultation; establishing priorities for removal and disposal of excess animals; and strengthening the adoption process. For the first time, adopters of excess animals were given the opportunity to acquire ownership of the animals through transfer of title by the government.

Based on the legislative mandates, BLM's wild horse and burro program objectives are:

1) To preserve wild free-roaming horses and burros on public lands as symbols of our heritage and to enhance the diversity of life forms;

2) To protect wild free-roaming horses and burros from illegal capture, branding, harassment, or death;

3) To manage wild free-roaming horses and burros as components of the public lands in a manner that maintains or improves the rangeland ecosystem; and

4) To provide humane care and proper treatment of wild horses and burros.

b) Progress Report

In fiscal year 1982, removal and adoption of excess wild horses and burros remained of primary importance within the program. Approximately 7,200 wild horses and 2,100 wild burros were captured and removed from public lands during the year, bringing population levels near management objectives in several states.

A new adoption fee policy establishing fees of \$200 per horse and \$75 per burro, plus transportation costs (if any), was implemented on January 2, 1982. These fees were designed to reimburse a portion of the costs of operating the Adopt-A-Horse Program, which averaged \$373 per animal in fiscal year 1981.

Although the higher fees did affect adoption demand, increased publicity efforts, a new year-round adoption center, and increased use of temporary "satellite" adoption centers in various parts of the country enabled BLM to place more than

4,200 wild horses and burros in private maintenance under the increased fees. The new contract adoption center, opened in July in Lewisberry, Pennsylvania, (near Harrisburg), makes animals more readily accessible to residents of the Northeastern and mid-Atlantic States.

More than 6,300 certificates of title were awarded in fiscal year 1982 to adopters who had provided humane care and proper treatment for their animals for at least one year. An increasing number of adopters are applying for titles to their animals, thereby decreasing BLM's compliance and record-keeping costs.

BLM is in the process of streamlining adoption, compliance, titling, and application procedures to reduce program costs. Several private organizations interested in wild horse and burro management have responded to BLM's request for suggestions to improve the cost efficiency of the Adopt-A-Horse Program. Efforts will continue in FY 83 to place healthy excess wild horses and burros in humane foster homes by the most cost-effective means possible.

Fieldwork for the National Academy of Sciences (NAS) designed wild horse and burro research ended during the year, with written reports scheduled for completion in September. The final NAS report to BLM and the Forest Service was due October 31, and the Agencies are scheduled to file a joint report to Congress on the research by January 31, 1983. Subjects studied during the 3-year effort were wild horse and burro demography, census methods, habitat preference and use, food consumption rates and nutrition, and vegetation response to grazing.

c) Issues

Public concern continues to focus on three issues:

1) decisions on how many wild horses and burros will be managed on public lands and the number of excess animals that must be removed;

2) the disposition of excess animals; and

3) the cost effectiveness of the removal and adoption program.

Litigation on removal of straying wild horses and burros from private land upon the landowner's re-

quest is another issue for individuals owning unfenced property adjoining public lands. In FY 82, two additional lawsuits were filed and three prior lawsuits remained unsettled on this issue.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Renewable Resources

Field Administrators: State Directors

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	7,946	5,688	6,472

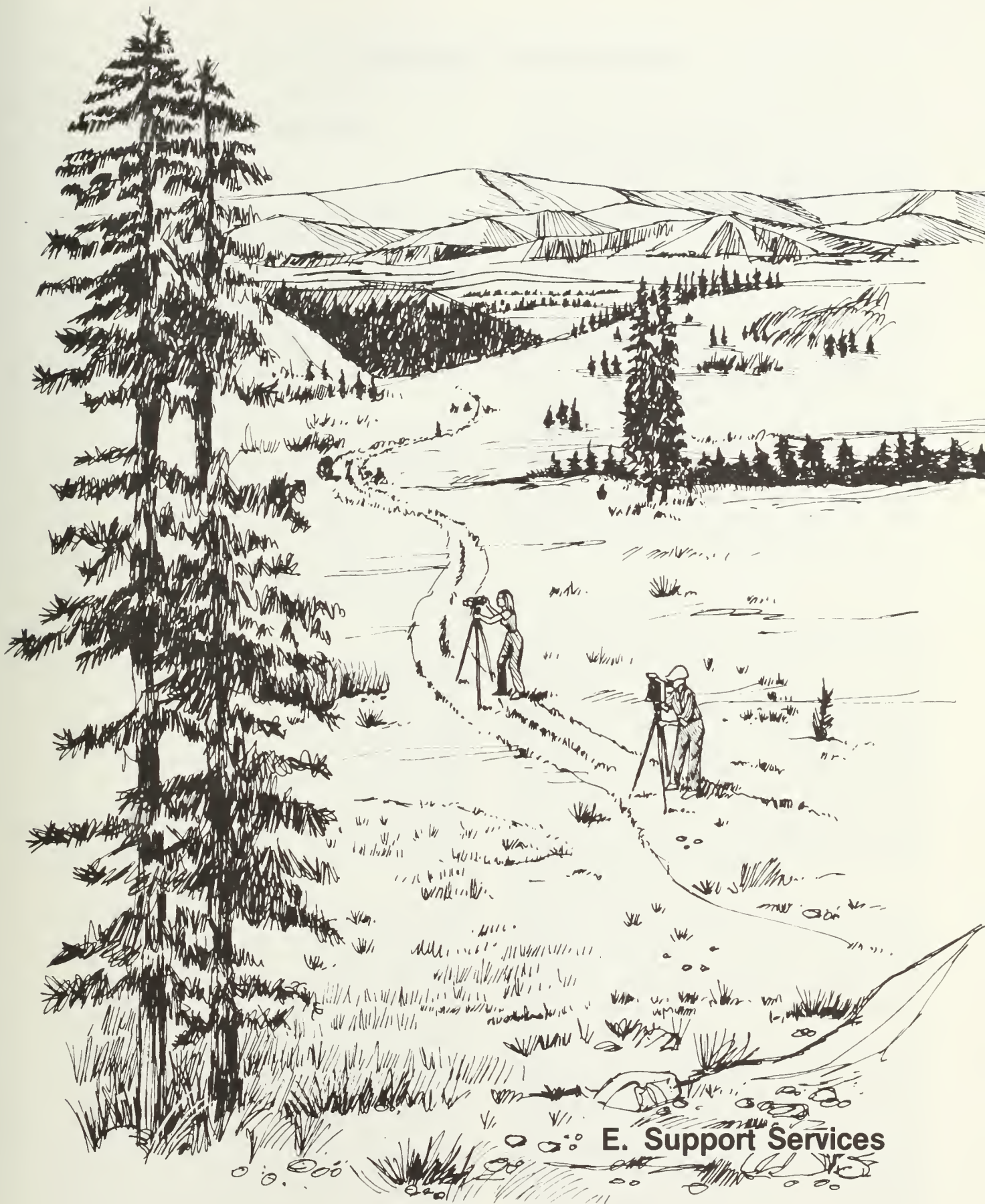
3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (000s)	7,815	5,620	6,472
Work Years	224	167	143

4) Performance

Work Units	1981 Actual	1982 Actual	1983 Planned
Million of Acres Inventoried ..	22.2	16.4	9.0
Number of Adoption Centers	14	16	15
Number of Animals Adopted	10,150	7,250	5,200
Number of Herd Management Area Plans developed	9	11	12
Number of excess animals removed from Public lands	^a 12,000	9,350	9,100
Number of compliance checks (adopters)	1,860	1,200	280

^aIncludes 600 branded and claimed domestic horses.



E. Support Services

E. SUPPORT SERVICES

E.1. ENGINEERING SERVICES

a) Program Description

The Construction and Maintenance Programs construct and maintain facilities needed to provide services for visitors to the public lands. These programs also provide support to resource management of the public lands including all phases of new construction/planning, environmental analysis, survey, design, and contracting operations; and provide timely maintenance for BLM owned building, recreation, and transportation facilities. These broad responsibilities are relatively new.

When BLM was established in 1946, its physical facilities were inherited from its parent agencies, the General Land Office and the Grazing Service. Building space was provided by the General Services Administration. A primitive road system on the public lands reflected the miscellaneous access needs of ranchers, mining companies, railroads, and county and state governments. In addition, many miles of somewhat less primitive road built by the Civilian Conservation Corps in the 1930's were inherited. Recreation facilities were nonexistent or at best, very primitive.

As its role in managing the public lands grew, BLM obtained facilities from other agencies, such as the Civilian Conservation Corps and the various states and counties. Investment in construction on the lands remained extremely modest, however, because BLM was still considered an interim custodian of the land pending ultimate disposition. New road construction was limited to those necessary for the development of timber resources in Oregon, California, Idaho, Colorado, Montana, and Wyoming. Building construction until 1963 was limited to firefighting facilities in Alaska.

In the 1960's, BLM's custodial role gave way to the concept of retention. The new policy was stated clearly in the Classification and Multiple Use Act of 1964 and in the legislation creating the Public Land Law Review Commission. During this same time, public use of BLM lands rocketed, especially recreational use. The existing primitive road system was inadequate for the heavy influx of a new kind of traffic/automobiles and recreational vehicles. In 1964, contract authority under the Public Lands Development Roads and Trails Appropriation empowered BLM to construct "roads or trails which the Secretary of the Interior determines are of primary importance for the development, protection, administration, and utilization of public lands and resources under his control." In 1978 this appropriation was dropped and replaced by a transportation

construction portion in BLM's regular Construction and Maintenance Appropriation.

Recreation facilities, including sanitary facilities, picnic tables, fire rings, well-water supplies, and visitor service facilities were also constructed to accommodate some of the roughly 70 million annual visitors who camp, hike, picnic, hunt, fish, raft, rock-hound, or drive recreational vehicles on the public lands.

By 1967, BLM had begun to construct its own office buildings, warehouses, shops, and other facilities tailored to BLM's resource management responsibilities. Although BLM continues to obtain most of its building space from the General Services Administration, rapid growth and the shortage of facilities available for lease, especially in remote locations, often force BLM to construct its own. Specialized structures such as telecommunication buildings at remote locations, well pumping buildings, seed storage bins, greenhouses, and warehouses are also frequently built to order.

b) Progress Report

In fiscal year 1982, BLM completed construction of six buildings. Construction of one other building was started but not completed in FY 82.

Maintenance was provided to 579 structures, including office buildings, warehouses, shops, storage buildings, fire stations, lookouts, and related facilities such as parking areas. Special emphasis will continue to be placed on corrective maintenance and retrofit for energy conservation. The maintenance program has emphasized the reduction of fuel consumption through such measures as the installation of storm windows and doors and the addition of insulation.

During FY 82, BLM completed construction of two bridges, and two sections of road. BLM performed maintenance on approximately 8,750 miles of road, 215 miles of trail, and 10 bridges, emphasizing those that receive the greatest use and have the highest erosion potential if maintenance is deferred.

During 1982, BLM obtained an updated status report on the number and condition of its bridges. This report showed that BLM has 625 bridges and major culverts. It also showed that we have mitigated 97 of 102 identified hazards. In addition, unfunded maintenance and/or replacement needs, which totaled \$2,556,000 as of 6/1/82, were identified. 110Transportation construction, with the exception of timber access roads, has been at a low level pending completion of resource management plans

and wilderness reviews. It is not anticipated that the completion of these plans will change the transportation construction and maintenance programs.

During FY 82, phased construction continued on three recreation sites. BLM has identified other planned projects throughout the West and in Alaska, including visitor centers, sanitary facilities, cave protection work, campsites, and information stations. Recreation facility maintenance in FY 82 involved minimal work at approximately 1,000 undeveloped sites (sites without water) and at 436 developed campsites containing varying numbers of individual sites. In addition, more than 180 hazards were removed or mitigated such as filling abandoned mine shafts, removing dead trees, or barricading cliffs to improve visitor safety.

c) Issues

As BLM's program responsibilities expand to keep pace with public interest in and use of its lands, construction and maintenance become increasingly pressing concerns. Lack of office and storage space are often recurring problems. Because there is no provision for acquiring or constructing facilities on the basis of projected rather than existing need, the availability of facilities may lag behind the need for them and "temporary" structures may be used (mobile home type units) to offset space shortages. In spite of these problems, BLM increasingly emphasizes its maintenance responsibilities as the intensity of public use of its facilities increases.

Increasing use of BLM roads and trails results in erosion problems because few BLM roads were designed for present use levels or for passenger vehicles. Poor drainage control can result in a soil loss of as much as 100 tons per mile of poorly surfaced road each year and many of these roads can only be used seasonally. Of the 64,000 miles of existing road, 20,000 are primitive and their primitive character can be hazardous to visitors accustomed to the highly developed roads in urban areas.

BLM constructs and maintains its transportation system to support its own resource management objectives, and does not construct public roads. However, as population pressures increase, so do demands for BLM to construct and maintain its roads to state and county road standards, or in other terms to construct public roads. To meet such demands the only option is to transfer some roads out of BLM authority to local public road authority, an action usually not favored by local authorities because of the responsibility and cost of improving and maintaining the roads.

Considering the need for recreation facilities (in 1978 it was estimated that existing facilities accommodated less than 15 percent of demand) BLM

constructs and maintains a very modest number of functional facilities for use by the general public. Particular problems relating to high visitor use occur in the California Desert, along the Colorado River between California and Arizona, in caves in New Mexico, in the El Malpais areas of New Mexico, in the Little Sahara sand dunes in Utah, and on the upper Missouri River in Montana. Current plans are to pace new construction with the completion of resource management plans to ensure that BLM is fully prepared to deal with increased use that follows increases in visitor service facilities.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Technical Services

Field Administrators: District Managers

2) Funding

FUNDING		1981 Enacted	1982 Enacted	1983 Proposed
BUILDING CONSTRUCTION				
Appropriation (\$000s)		1,461	544	258
RECREATION CONSTRUCTION				
Appropriation (\$000s)		684	607	460
TRANSPORTATION CONSTRUCTION				
Appropriation (\$000s)		2,041	679	0
BUILDING MAINTENANCE				
Appropriation (\$000s)		2,631	2,782	3,357
RECREATION FACILITIES MAINTENANCE				
Appropriation (\$000s)		3,559	3,298	3,751
TRANSPORTATION MAINTENANCE				
Appropriation (\$000s)		2,550	2,568	3,082
ENGINEERING SERVICES				
Appropriation (\$000s)		-	-	982

3) Program Obligations

PROGRAM OBLIGATIONS		1981 Enacted	1982 Enacted	1983 Proposed
BUILDING CONSTRUCTION				
Dollars (\$000s)		411	260	258
Work Years		20	9	0
RECREATION CONSTRUCTION				
Dollars (\$000s)		630	512	460
Work Years		12	6	0

PROGRAM OBLIGATIONS—Continued

	1981 Enacted	1982 Enacted	1983 Proposed
TRANSPORTATION CON- STRUCTION			
Dollars (\$000s)	2,133	640	0
Work Years	48	17	0
BUILDING MAINTENANCE			
Dollars (\$000s)	2,516	2,871	3,357
Work Years	56	55	59
RECREATION FACILITIES MAINTENANCE			
Dollars (\$000s)	3,664	3,175	3,751
Work Years	93	71	79
TRANSPORTATION MAIN- TENANCE			
Dollars (\$000s)	2,465	2,695	3,082
Work Years	52	44	46
ENGINEERING SERVICES			
Dollars (\$000s)	-	-	982
Work Years	-	-	25

4) Performance

PERFORMANCE

Work Units	1981 Actual	1982 Actual	1983 Planned
BUILDING CONSTRU- TION			
Project Survey & Design (number)	24	2	3
Construction (number)	10	6	4
RECREATION CON- STRUCTION			
Project Survey & Design (number)	5	2	2
Construction (number)	8	2	2
TRANSPORTATION CON- STRUCTION			
Project Survey & Design....			
1)Bridges (number).....	16	3	0
2)Roads (miles)	84	0	0
Construction			
1)Bridges (number).....	1	2	0
2)Roads (miles)	48	35	0
BUILDING MAINTENANCE			
Buildings (number)	579	579	579
RECREATION FACILITIES MAINTENANCE			
Hazard Reduction (number)	200	180	180
Recreation Buildings (number)	2,136	1,436	1,436
TRANSPORTATION MAIN- TENANCE			
Roads (miles).....	9,085	8,750	8,750
Inventory (miles).....	1,763	1,200	500

E.2. GENERAL ADMINISTRATION

a) Program Description and Progress Report

General Administration includes certain fixed costs such as rent and telephone, as well as executive direction and the following functions in Washington and at the Denver Service Center: personnel management, employee and visitor safety, administrative services, evaluation, and management research. Evaluations and audits are discussed in the following section, E.3.

1)Personnel and Training

During FY 82, the Division of Personnel and Training continued its efforts to support field offices in their revised roles and responsibilities brought about by reorganization and changes in delegation of authority. These efforts were designed expressly to assist managers to be more responsive to administration thrusts while complying with applicable Federal personnel management regulations. The following specific actions were taken in this regard in FY 82:

- Developed a comprehensive classification guide for District Manager positions based on program complexities and supervisory/management responsibilities;
- Issued and implemented a new Merit Promotion Plan for Bureau offices;
- Developed numerous model position descriptions to ensure consistency in assigning title, series, and grade level to sensitive field positions; and
- Provided assistance to State Offices with newly delegated personnel authority in order to alleviate procedural and program difficulties encountered in starting state level programs.

Prior to FY 82, management positions were classified in the 401 series, general biological miscellaneous. This classification precluded persons in the physical sciences from competition for management positions such as Area or District Manager. In FY 82 management positions were reclassified into the 301 series, which is a general miscellaneous series meaning anyone with a professional degree qualifies. This change significantly increased the career options for employees in the energy and mineral programs.

2) Employee and Visitor Safety

Reduction of accidental loss is vital to the accomplishment of the Bureau's mission and to its public service commitment. Bureau management officials are committed to a dynamic occupational safety and health program for BLM employees and to the safe enjoyment by the public of the Nation's public

lands. Field offices during FY 82 continued their occupational hygiene surveys and "job hazard analyses" to identify and abate environmental hazards and unsafe work practices. In FY 82 the downward trend in accidents continued.

3) Administrative Services

Procurement, property and space management, printing, directives, and forms management fall under the responsibility of the Division of Administrative Services.

The support of public land management efforts requires 4.9 million square feet of improved real property. Of this, BLM has direct jurisdiction over 1.7 million square feet of space. BLM employs the open space concept of space arrangements wherever possible to improve space allocation and provide flexibility.

Executive Order 12348, signed by the President on February 25, 1982, established the Asset Management Program to review the continuing need for all improved and unimproved Federal real property. A three-phase approach was established by the Department to review improved real property. Phase I involved real property already identified as excess to Bureau program needs. Three BLM installations have already been reported excess to GSA. Phase II included Federal real property in close proximity to established population centers. Twenty BLM properties were reported to the Department in response to Phase II. Phase III, a comprehensive utilization review of all Bureau real property not already reported as excess to GSA, is scheduled to be completed in November, 1982.

Efforts to reduce automotive fuel consumption in BLM's fleet of 3,296 GSA-assigned and 1,600 BLM-owned vehicles continues. During FY 82 BLM employees drove 41 million miles, a decrease of 2.5 million miles (5.7 percent) from FY 81. BLM-owned vehicles consist of 43.6 percent compacts. BLM has 485 fewer general purpose vehicles (10.7 percent) in the fleet than during July 1981.

Measures to reduce administrative costs and burdens were emphasized in FY 82. Accomplishments include securing authority to acquire automated photo-typesetters for two State Offices. This equipment, working in harmony with word processing systems, could save up to \$150,000 per year in printing costs. Consolidated contracting for printing stationery, signs, and planning documents should save about \$50,000 in printing and distribution costs. Studies of the Bureau's forms and publications warehousing operation in Denver have produced recommendations for better inventory management ordering and distribution practices which will save \$50,000 or more per year in operating costs. Studies of photocopying operations in three

field offices produced recommendations which could save \$30,000 per year. A total property reclassification project simplified the property accountability system by deleting 29,000 items in 85 classes (25 percent reduction). These items will no longer be controlled by individual property numbers. The frequency for property inventories was also reduced to once every two years. These two changes considerably reduced administrative work time, while retaining needed controls.

During FY 82, BLM spent \$98.7 million for goods and services including \$30.9 million awarded by the Washington Office mainly for the OCS Environmental Studies Program. Formal contracts awarded by the Denver Service Center and Oregon State Office to support field programs totaled \$28.2 million. Field offices expended an additional \$39.6 million, mostly for small purchases.

In BLM's support of various socioeconomic programs, BLM has established aggressive goals and exceeded them all.

FY 82 Goals and Achievements (\$ Millions)

	Goal	Actual Contract Awards
Minority Business Awards	\$3	\$5.1
Labor Surplus Area Setasides	4	9.8
Small Businesses	30.7	37.8
Women Business Enterprises.....	.6	1.4
Historically Black Colleges	0	0.5

4) Management Research

The Division of Management Research analyzes and directs the implementation of organization and management systems. Efforts have been made to develop organizational structures and management systems which provide for responsive decisionmaking at the field level. The Division reviewed field office organizations and analyzed the way authority is delegated. As a result of these efforts, the Bureau has been able to decentralize functions and delegate organization change and personnel management authority to the States. In addition to emphasis on the field office organization, the Division of Management Research has devoted attention to a reorganization and realignment of energy and minerals functions in the Headquarters Office and an analysis of the management and direction of the Bureau's Training Program.

b) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Administration

Field Administrators: Delegations vary between different functions and within the same function so that a general identification of field level administrators is not possible.

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	5,664	77,180	75,182

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000s)	8,580	76,832	75,182
Work Years	343	1,312	1,068

4) Performance

Work Units	1981 Actual	1982 Actual	1983 Planned
Process payroll documents (000s) of actions to process T/A reports, W-2's and the various entries which are part of payroll such as deductions bonds, etc.....	2,000	2,000	2,000
Process billing & payments documents (000s).....	175	-	-
Process personnel actions (#)	*55,000	59,274	54,000
Award negotiated contracts (#)	649	729	-
Award formally advertised contracts.....	51	42	-

*We estimated that over 50,000 personnel actions would be processed yearly because the automated payroll/personnel system requires input of all types of personnel actions, including conversions to/from full-time permanent, leave-without-pay, return-to-duty, changes in pay, etc.

(OIG) conduct audits of various Bureau programs or functions.

A. Internal Bureau Evaluations

In FY 82, the Division of Program Evaluation conducted two General Management Evaluations, one program evaluation and two special evaluations. The Division also worked with individual states to help them develop their evaluation programs. The following lists the evaluations conducted in FY 82 by the Division.

Utah General Management Evaluation, September 1982

Alaska General Management Evaluation, August 1982

Public Domain Forestry Special Evaluation, March 1982

International Relations Program, May 1982

Oil and Gas Leasing Special Evaluation, February 1982

B. GAO Audits

The General Accounting Office issued 18 final reports in FY 82 affecting the Bureau of Land Management. A list follows:

Interior's Oversight of OCS Wells Shut-In or Flaring Need Not Include the Reporting, EMD-82-17, 10/23/82.

The Federal Government Should Encourage Early Public, Regulatory, and Industry Cooperation in Siting Energy Facilities, EMD-82-18, 12/81.

Pitfalls in Interior's New Accelerated Offshore Leasing Program Require Attention, EMD-82-26, 12/29/81.

Numerous Issues Involved in Large-Scale Disposals and Sales of Federal Real Property, CED-82-18, 12/81.

Developing Alaska's Energy Resources: Actions Needed To Stimulate Research and Improve Wetlands Permit Processing, EMD-82-44, 6/17/82.

Outlook for Achieving Fiscal Year 1983 Offshore Revenue Estimates Possible but not Likely, EMD-82-83.

The Office of Management and Budget's Influence in Redesigning the Interior Department's Offshore Leasing and Development Program, EMD-82-93.

E.3 EVALUATIONS/AUDITS

The Bureau's Division of Program Evaluation in the Headquarters Office, conducts internal evaluations of Bureau programs, general management, and special issues. The U.S. General Accounting Office (GAO) and Interior's Office of the Inspector General

Improvements Needed in the Cash Management Practices of Interior's Simultaneous Oil and Gas Leasing Program in Wyoming, EMD-82-122.

Interior's Minerals Management Programs Need Consolidation to Improve Accountability and Control, EMD-82-104, 7/28/82.

Data Compiled for Shut-In Oil and Gas Wells on Onshore Federal Lands is Inaccurate and Probably Unnecessary, EMD-82-115, 9/21/82.

Review of the Trans-Alaska Pipeline Liability Fund's Financial Statements for the Year Ended December 31, 1981, AFMD-82-108.

Possible Effects of Increased Royalty Rate for Federal Onshore Oil and Gas Leases, EMD-82-124, 9/3/82.

Streamlining and Ensuring Mineral Development Must Begin at Local Land Management Levels, EMD-82-10, 12/4/81.

Accelerated Onshore Oil and Gas Leasing May Not Occur As Quickly As Anticipated, EMD-82-34, 2/8/82.

Illegal and Unauthorized Activities on Public Lands—A Problem With Serious Implications, CED-82-48, 3/10/82.

Status of Federal Agencies' Implementation of the Alaska National Interest Lands Conservation Act, CED-82-74.

Effects of Increasing Filing Fees for Noncompetitive Onshore Oil and Gas Leases, EMD-82-67.

Cooperative Leasing Could Increase Competition, Revenues, and Production from Federal Coal Leases in Western Checkerboard Lands, EMD-82-72, 4/28/82.

C. OIG Audits

The Office of the Inspector General issued 9 final reports affecting the Bureau of Land Management. They are listed below:

Survey of Law Enforcement, Investigative, Audit and Program Evaluation Activities, MO-12-81(a), 10/7/81.

Review of Motor Vehicle Fuel Management, BLM, W-LW-BLM-04-81, 9/30/82.

Review of the Management and Accountability for Firefighting Equipment and Supplies, BLM Alaska, W-LW-BLM-02-81, 12/31/81.

Survey of Debt Collection 10/29/81.

Fire Suppression, 12/22/81.

Review of Small Purchases Made by the BLM Using SF 44, C-LW-BLM-07-81, 3/82.

Review of Imprest Funds in the Department of the Interior, E-MO-MOA-14-82, 3/82.

Property Management Evaluation of the BLM, E-MO-MOA-09-82(b), 3/82.

Evaluation of Management Control Questionnaire for the Procurement Function, 4/14/82.

E.4. LAW ENFORCEMENT

a) Program Description

A law enforcement effort on the public lands began shortly before the passage of FLPMA. The Wild Free Roaming Horse and Burro Act of 1971 provided basic authority for the hiring of BLM's first special agents. Amendments to the Sikes Act of 1974 and other subsequent special acts added additional authority in specified areas. But it was the passage of FLPMA that gave BLM general law enforcement authority covering all its lands.

The legal jurisdiction on the public lands is proprietary¹ in nature. Therefore, State law also applies to the public lands and their resources.

BLM relies on three separate levels for its total law enforcement program:

1) Special agents, i.e., criminal investigators, who investigate major violations of Federal laws pertaining to the public lands. They are also responsible for total program coordination and liaison with State and local law enforcement officials.

2) Rangers, uniformed employees with law enforcement authority, are assigned only to the California Desert Conservation Area. They prevent violations by providing a high visibility through patrolling the public lands.

3) Cooperative agreements with State and local law enforcement agencies that provide requested law enforcement services.

BLM law enforcement specialists estimate that 85 percent of their work involves crimes against property, including wild horses. Something of the value and diversity of public land resources can be seen in the list of cases which special agents have investigated in the last five years; timber theft, wild horse killing and theft, desert land entry fraud, removal and theft of cactus for commercial use, mineral theft, range arson, destruction of recreation sites, trespass on public lands, removal or defacement of antiquities, and public lands survey marker destruction.

¹having less than absolute and exclusive right

In 1982, BLM employed 17 rangers and 23 special agents, all well-trained in law enforcement. Many of them have degrees in some phase of public land management and all have completed an eight-week police school at the Federal Law enforcement Training Center or its equivalent.

b) Progress Report

A Gresham, Oregon man was found guilty of three theft counts and three counts of damaging Federal Property in a case which may be the largest timber theft prosecution in U.S. history. Sentencing is scheduled for December 15, 1982, and the defendant could be sentenced to a maximum of 10 years in prison and a \$10,000 fine on each of the six counts. The defendant was charged with stealing 677,000 board feet of timber from three parcels of federally owned land. This case was investigated by a BLM Special Agent assigned to the Eugene District Office.

The law enforcement staff of the Eastern States Office assisted in the civil settlement of six unauthorized use coal cases. Collections for damages were received by ESO for three of these cases in the amount of \$524,725.75.

In cooperation with the Denver Service Center Scientific Systems Division, the Eastern States Office law enforcement staff has implemented a surveillance system for Federal mineral ownership areas using Landsat digital data gathered by satellite. The system was developed to reduce field detection time and provide an annual watch over large tracts too vast for effective ground patrol.

Major investigations were initiated regarding:

- Thefts of wild horses from the public lands;
- Thefts of timber;
- Theft of native desert vegetation in the Southwest; and
- Abuse of the wild horse and burro adoption program.

Convictions have been obtained in all these areas and several were precedent setting.

In addition to criminal violations that require law enforcement actions, there are numerous cases of unauthorized use that are not criminal in nature, but are administrative or civil problems. Unauthorized use accounts for nearly 80 percent of all violations of regulations or laws that are used to administer the public lands.

Therefore, BLM has established the Resource Protection Staff to deal with all aspects of violations, either criminal or civil. The law enforcement section is responsible for all civil violations. This arrange-

ment provides for complete integration of the Resource Protection Program in natural resource management as suggested by the Law Enforcement Program Analysis of October 1978.

c) Issues

An increasing area of activity among BLM law enforcement personnel in California and Oregon is assisting local law enforcement officials to eradicate marijuana cultivated on public lands. It has been alleged that during the past ten years, California has become the leading producer of domestic marijuana in the United States. In Oregon the annual marijuana crop is estimated to be worth over \$400 million, with the Oregon State Police estimating that 40-60 percent of the marijuana in southwest Oregon is grown on BLM land. Other states having a relatively large marijuana industry are Washington, Arizona, Idaho, and Colorado. The problem is less significant, but exists nonetheless, in BLM managed areas in all the western states. A coordinated program that includes detection, employee awareness, public awareness, and a law enforcement strategy is being developed. It is believed that a moderately sized detection and enforcement effort, together with an effective public information program, will go a long way towards minimizing the present problem and curtailing the growth of marijuana on the public lands in the future.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Technical Services

Field Administrators: State Directors

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	1,261	1,553	2,050

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000s)	1,247	1,412	2,050
Work Years	24	26	26

4) Performance

Work Units	1981 Actual	1982 Actual	1983 Planned
Cooperative Agreements.....	52	37	46
Cases Reported.....	841	653	653

E.5. FIRE MANAGEMENT

a) Program Description

The Fire Management Program shares with the rest of BLM the broad purpose of protecting and enhancing the resources of the public lands in order to preserve their capability to meet the resource needs of the Nation. More specifically, BLM is responsible for protecting property and natural resource values on the public lands from wildfire; rehabilitating areas damaged by wildfire; and ensuring that "prescribed burning" designed to accomplish a variety of resource management objectives is safely conducted and controlled.

BLM carries out these responsibilities on approximately 380 million acres, including some land administered by other Federal agencies, states, and private parties. It contracts with other Federal, state, and private agencies to protect roughly 6 million acres of this total. Approximately 170 million acres half the total, are in Alaska.

BLM has entered into cooperative agreements on fire suppression with other agencies, and fire suppression resources not being used by BLM are available to the National Park Service, Fish and Wildlife Service, Bureau of Indian Affairs, and the Forest Service upon request. States may also benefit from this arrangement where agreements have been negotiated.

The Boise Interagency Fire Center (BIFC) in Idaho is BLM's only fire support center outside of Alaska. It is the central location for Bureauwide fire training development, fire communications development, fire equipment overhaul, and the fire supply cache. BIFC coordinates project fire (large, complex fires) suppression activities throughout BLM lands in the 11 western states. During periods of extreme fire problem, BIFC also assists other federal fire fighting agencies.

Recent trends show an increase in the number of person-caused fires and a decrease in the acreage burned for two reasons. First, increased use of public lands has raised the incidence of fire, even though fire prevention programs have kept the rate

of this increase lower than the rate of increased use. Second, in 1972, BLM modified its priorities from combating large "disaster" fires and improved both its initial attack capabilities and early fire detection systems. Consequently, most wildfires are now brought under control sooner and the acreage burned is less than in the past.

BLM's plans for carrying out its fire management responsibilities are contained in the Normal Fire Year Planning System developed for each BLM District. In the Normal Fire Year Plan, BLM categorizes all public lands into classes of fire problems. These fire problem classes are based upon historical data of fire occurrence, the value of resources threatened by fire and the estimated behavior of a fire. Operational plans for resolving the fire problem of each class are then developed, tested and evaluated for effectiveness. The final force structure and equipment needs displayed in the plan become the basis for the annual budget. BLM's comprehensive Normal Fire Year Plan was completely updated in 1979.

As techniques for controlling fire have improved, all Federal agencies having wildfire suppression responsibilities have been able to adopt new procedures to use fire as a resource management tool. Prescribed burning is used to enhance wildlife habitat, improve range forage mixes, improve watersheds, improve the visual backdrop, and remove forest harvest residue, as well as many other applications.

b) Progress Report

The 1982 fire season was below average. Less acreage was burned and the numbers of fires were below the five year average. There were 2115 fires in 1982 resulting in 323,406 acres burned. Although a change in weather patterns greatly contributed to this reduced loss, the full implementation of the automated lightning detection system and a move toward the initial attack management system aided firefighters by reducing the time between ignition of a fire and when the crews first arrived at the fire.

BLM's achievements in 1982 were:

- 1) The Initial Attack Management System (IAMS) was tested in Vale, Oregon, with very satisfactory results. This system, which integrates the automatic lightning detection information, the remote weather station information, and fuels information from Landsat, projects a fire ignition and calculates information necessary to properly deploy fire control resources to a fire site. The system was initiated in FY 82 with plans to make it operational in FY 83 and 84.

2) The Alaska Fire Service was established within BLM. This organization provides fire suppression capability for all Federal land administrators within Alaska, including the Native Corporations lands, as required by the Alaska Native Claims Settlement Act. The organizational headquarters is at Fort Wainwright, Fairbanks, Alaska. Field stations are operated during the fire season with control forces deployed near the areas of highest fire potential.

3) BLM began to rebuild obsolete fire apparatus rather than purchase new equipment. The program, which remanufactures equipment in like new condition, depends on commercial suppliers and small contractors to refurbish component parts. BLM then reassembles the units. This program saves more than 22 percent over the purchase of new replacement units.

4) BLM established a Bureauwide aviation management program to reduce aircraft costs and accidents. Managers at the Washington Office provide policy, coordination and guidance, while managers at Boise, Idaho, provide field operational assistance, guidance and direction from that centralized location.

c) Issues

The Secretary ordered BLM to provide fire suppression to all Interior managed lands in Alaska, as well as Native lands as required in ANCSA. In order to provide the interagency service, BLM established the Alaska Fire Service (AFS). AFS protects lands to a standard established by the administering agency. Standards identified vary from full suppression, required by the natives, to protection of structures and humans required by the National Park Service. Because the standards vary so greatly BLM must provide the organization to respond to any situation. Such an organization is very complex and costly. However, costs should come down in the long run with the creation of AFS.

d) Budget and Performance Analysis (Fire Management)

The cost of suppressing major wildfires and subsequent rehabilitation work is traditionally reimbursed by the Congress in the following budget year.

1) Administrative Responsibility

Program Administrator: Assistant Director, Technical Services

Field Administrators: State Directors and District Managers

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	9,414	7,231	9,326

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000s)	9,520	7,124	9,326
Work Years	192	153	184

4) Performance

	1981 Actual	1982 Actual	1983 Planned
Fire Management Plans (number)	10	6	8
Prescribed Burns (number) ...	104	80	100

Firefighting and Rehabilitation

5) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	49,750	^a 64,560	^b 49,750

^aincludes \$5 million payback from O&C

^bincludes \$45,000 proposed 1983 supplemental

6) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000s)	41,119	60,214	49,750
Work Years	1,317	1,043	1,045

7) Performance

	1981 Actual	1982 Actual	1983 Planned
Number of Fires.....	2,870	1,613	N/A
Acres burned	1,157,975	275,701	N/A

E.6. DATA MANAGEMENT

a) Program Description

BLM initiated a study in 1974 to determine its data management requirements for resource and administrative programs. The resulting "Strategic Plan for Information Systems Management," is the principal BLM guide for developing data systems. It calls for a 7 to 12 year effort to improve data storage, manipulation, and analysis. In FY 82 this plan was updated to identify current priorities and achieve cost efficiencies.

The plan calls for BLM data management capabilities to include: 1) a series of data banks to replace voluminous existing files; 2) easier access to data by headquarters and field offices; 3) capability for remote entry, update, and retrieval of data; 4) availability of textual, numeric, and graphic material in the format desired by the user; 5) land use and yield trend information; 6) word processing; 7) production of year-end and other periodic reports; and 8) the capability to process and analyze data to assist management in making better resource decisions.

FLPMA gave BLM a strong legislative mandate for comprehensive land use management, a mandate that was further underscored by the Public Rangelands Improvement Act in 1978. The more recent Paperwork Reduction Act of 1980 emphasizes sound use of automatic data processing in the Federal government. To comply with these mandates and other national needs and respond to a rapidly growing need for analysis of large amounts of data, BLM is expanding its automated capability for gathering, storing, processing, and retrieving resource and other pertinent information. This program includes remote sensing, micrographics, various aspects of telecommunications as well as the traditional automatic data processing elements.

The computer systems being developed will support one or more of the program functions related to management of energy and minerals, lands, range, forestry, watershed, wildlife, recreation, cadastral survey, fire protection, roads and trails, access, transportation and rights-of-way, personnel, property, and financial management. Under the concept advocated by the Commission on Federal

Paperwork and being implemented by BLM, all information storage, manipulation, and retrieval capabilities are managed as an integrated set of activities.

The remote sensing program promotes the use of specific, technology intensive methods to accomplish the Bureau's resource management objectives. The program is responsible for the following:

- application of environmental information obtained by space borne technology to inventory renewable and mineral resources and assess the effects of OCS development;
- production of thematic displays for management planning which merges remotely-sensed information and digitized supplemental data; and
- guidance on the use of satellite communication to transmit synoptic environmental information from remote data collection stations to centralized user locations.

Remote sensing technologies are demonstrating significant dollar and time savings for BLM, as well as providing better decisionmaking tools for management.

b) Progress Report

1) Automatic Data Processing

Emphasis in FY 82 was directed towards improving ADP organization and guidance in BLM and continuing the normal operation and maintenance efforts to support Bureau programs.

The Service Center, located in Denver, Colorado, was reorganized to better support the Bureau's programs. In the State Offices, a Branch of Information Services was established to handle work in ADP, remote sensing, telecommunications, and record management. This will improve efficiency and program coordination and increase the capability of the State Office to support local resource management programs.

Efforts continued to improve present and long-term operations. A major contract was completed to review status, efficiency, and capability of the main computer at the Service Center. Results show it is operating at near full capacity and cannot handle additional major programs. However, other operational improvements were recommended. BLM studied the minicomputers located in the State Offices to determine what type of application systems should be operating on these machines. Based on the study, a decision was made to shift several of the application systems from the host computer in the Service Center to the State Office minicomputers. This will be done in FY 83. A planning docu-

ment was drafted on information systems identifying goals and objectives, and major program needs that must be addressed. This document will be used to guide future Information Systems work in BLM.

A major multi-year effort on Lands and Minerals Management System automation was started in FY 82. This system will automate basic lands records and improve the processing of various lands and mineral cases. This will greatly benefit the public who use the public lands.

Computer support continued to be provided to the various Bureau programs. This included programs such as the simultaneous oil and gas (SOG) leasing program and the Outer Continental Shelf oil and gas lease sales.

Phase II work was completed to automate the SOG drawing entry system. By the end of FY 82, the Wyoming State Office was processing SOG applications for nine of the 11 BLM State Offices (lower 48). The other two states will be on the system by November, 1982. The automated procedures provide an estimated annual savings of \$790,000 over manual processing costs.

Utilizing the mining claim recordation (MCR) on-line automated system, BLM has recorded approximately 1.5 million mining claims on the public lands. During FY 82, 168,000 mining claims were received and 177,000 mining claims recorded, making the total number recorded to date 1,559,736. This reduces the Bureau's backlog to 8,226, or 99.5 percent entered.

Nine State Office are currently placing special emphasis on microfilming the mining claim documents and returning the paper documents to the claimant or destroying the paper in accordance with the Bureau's disposal schedule. BLM has microfilmed 280,000 mining claim case records and returned or destroyed some 69,000 MCR records resulting in space savings of 510 cubic feet.

2) Remote Sensing

The use of aerospace technology continues to enhance the ability of BLM natural resource managers to plan the most effective mix and application of scarce management assets--people, time, and money. In FY 82, BLM inventoried vegetation on about 30 million acres of public land in Oregon, New Mexico, Arizona, Colorado, and Wyoming using information from Landsat imagery. This represents a savings of more than eight cents per acre over traditional, labor-intensive ground surveys, and an increase of 18 million acres more than inventoried in 1981 using Landsat. Techniques were also applied that merge information recorded by Landsat and computerized terrain data with other computerized information to provide ecological site maps

used for Wyoming rangeland inventory assessment. This automation saves about ten cents per acre over previous methods of deriving the information.

Developmental work was completed this year that demonstrates how data from the NOAA Advanced Very High Resolution Radiometer (AVHRR) satellite can be interpreted to provide immediate information over large areas for time-series monitoring of range fire conditions. AVHRR data for the widely-inaccessible section of Arizona north of the Grand Canyon was interpreted weekly during the growing season. Fire management specialists were able to define the relative amounts of annual vegetation and thereby locate the area of greatest fire potential. They were able to monitor its seasonal growth and follow the curing of the wildfire fuel load to identify the time of greatest fire potential. There are few roads in the 3.5 million acre area and the information was used to plan equipment deployment and access for wildfire initial attack. In addition, Landsat imagery was used in Oregon and Alaska to extensively map wildfire fuel types according to the National Fire Danger rating system.

Automated techniques which show yearly variation in reflected electromagnetic energy recorded by Landsat sensors became operational. This capability permits BLM to monitor surface conditions over large areas. Any decrease or increase in reflected energy suggests a change in ground cover conditions. At most locations, reflected energy remains the same and unexplained changes may mean that public coal or phosphate resources are being exploited. These techniques provide fast and cost-effective identification of areas that need to be investigated. In FY 82, about four million acres of widely separated parcels in Florida, Arkansas, and Missouri were monitored using these techniques.

c) Issues

Increased use of ADP and remote sensing techniques is necessary if the Bureau is to meet local, state, and national needs. Technology-intensive, rather than labor-intensive methods must be used to meet the increasing demands on the public lands, while reducing Government spending. Expanded use of such cost-effective tools needs to be recognized as a key challenge as well as an opportunity.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Deputy Director for Services

2) Funding

	1981 Enacted	1982 Enacted	1982 Proposed
Appropriation (\$000s)	18,629	12,012	12,929

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000s)	16,335	11,690	12,929
Work Years	295	215	219

4) Performance

Data management is a support function that does not have easily quantifiable units of measurement.

E.7. CADASTRAL SURVEY

a) Program Description

A cadastral survey marks and defines the legal boundaries of a tract of public land by establishing monuments, or corner marks, on the ground and recording their location in field notes and plats. Surveys serve as the basis for patents and other documents used for conveyance of public lands out of Federal ownership and for overall administration and management of lands retained in Federal ownership. Also included in the Public Land Survey System (PLSS) are Federal boundaries on the Outer Continental Shelf. BLM acquired responsibility for the administration and execution of cadastral surveys when the General Land Office was merged with the Grazing Service to form BLM in 1946.

Legally defensible boundaries are essential for identification of ownership so that the management of the public lands can proceed. Legal property descriptions are required for public land transfers, energy development, easement acquisition, timber sales, and right-of-way grants.

Cadastral Survey also resurveys those areas where markers have become lost or obliterated for the purpose of defining the boundaries between Federal and state land.

Cadastral survey information is depicted on a base through the use of cartography. The accurate por-

trayal of the PLSS land records and status on a geographically referenced base is of prime importance to land managers, both public and private. Many of the BLM mapping requirements are satisfied through cooperative efforts with other Federal agencies.

Much of Cadastral Survey's work in the Lower 48 States is performed on a reimbursable basis for other Federal agencies. BLM performs surveys for the Forest Service, Bureau of Indian Affairs, National Park Service, the Bureau of Reclamation, U.S. Fish and Wildlife Service, the Department of Defense, and occasionally the Department of Justice. Unless approved by BLM, surveys do not carry the full weight of Federal law and do not become part of the public land records system. The Forest Service (FS) and the National Park Service (NPS) have each signed a Memorandum of Agreement (MOA) with BLM which cites the conditions under which personnel of the FS and NPS can execute field surveys under BLM special instructions and official approval.

Original survey work remains a major program element in Alaska, where 90 percent of all original survey work is now performed. The Alaska Statehood Act of 1958 required the State to select 105 million acres of Federal lands within 25 years. The task of surveying those lands was compounded by the Alaska Native Claims Settlement Act of 1971 (ANCSA), which provided for a grant of 44 million acres of Federal land to the State's Eskimos, Indians, and Aleuts, as well as for the designation of additional acreage as national parks, wildlife refuges, national forests, and wild and scenic river areas. Before title to any of this land can be transferred to Natives or to State and Federal agencies, boundaries must be surveyed, private rights identified, and municipal boundaries and specialized sites defined.

This sudden increase in surveys needed in Alaska spurred BLM to find new survey technologies. The Auto-Surveyor, an inertial guidance system that can identify an in-flight aircraft's exact longitude and latitude position, continued to help meet these survey needs. The continued use of contractors to perform large-scale original surveys also assisted with Alaska survey needs.

b) Progress Report

BLM has completed roughly 76.6 million or 51 percent of the 149 million acres of boundary survey work in Alaska required under the Alaska Statehood Act and the Alaska Native Claims Settlement Act (ANCSA) prior to land transfers to the State and to Native groups. These boundary surveys,

however, do not complete the survey work needed to convey the lands to the Natives and the State. The internal surveys to identify private rights is still needed. In addition, 272.5 million acres remain unsurveyed in Alaska. This 272.5 million acres includes the millions of acres of surveys needed to identify boundaries of national parks, forests, wildlife refuges, and wild and scenic rivers created by the Alaska National Interest Lands Conservation Act (ANILCA). In addition, 15.9 million acres of land remaining under Federal jurisdiction have been surveyed.

New survey technology continues to be tested to reduce the cadastral survey program's enormous backlog. A new North Determining Gyroscope for initial use in Alaska is being field tested. It can determine azimuth when cloud cover prevents solar observation. Plans for FY 83 include field testing of a prototype doppler survey Global Positioning System (GPS) and implementation in more State Offices of automated plat drafting which was developed in Colorado.

c) Issues

The backlog of unsurveyed public land is the primary issue in the Cadastral Survey Program. Over 300 million acres of public land have yet to be sur-

veyed. It is estimated that it will take hundreds of years to complete these surveys.

d) Budget and Performance Analysis *Alaska Program*

1) Administrative Responsibility

Program Administrator: Assistant Director, Technical Services

Field Administrators: Director, Alaska State Office

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	11,510	9,606	9,989

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (\$000s)	11,835	9,795	9,989
Work Years	185	158	156

Acres Required to be Surveyed	Through FY 81	Estimate FY 82	Remaining to be Surveyed	Planned for Completion by
ANCSA (44,000)	28,058	1,240	13,932	1990
State Sections (104,450)	45,846	2,300	58,513	2005
All Other (226,854)	44,629	0	181,212	2000 +
Total (375,304)	118,533	3,540	256,770	-

e) Budget and Performance Analysis *Lower 48 States*

1) Administrative Responsibility

Program Administrator: Assistant Director, Technical Services

Field Administrators: Director, Denver Service Center & Directors, State Offices

2) Funding

	1981 Enacted	1982 Enacted	1983 Proposed
Appropriation (\$000s)	13,612	10,031	11,568

3) Program Obligations

	1981 Enacted	1982 Enacted	1983 Proposed
Dollars (000s)	14,177	9,938	11,568
Work Years	384	304	315

4) Performance

Work Units	1981 Enacted	1982 Enacted	1983 Proposed
Cartography (number)	404	a-	-
Original Survey (miles)	85	a-	-
Resurveys (miles)	3,216	a-	-
Special Surveys (miles)	33	a-	-
Remonumentation (number)	395	a-	-

^aActual figures will not be available until FY 84.

E.8 VOLUNTEER PROGRAM

During FY 82 BLM invited citizens and citizen groups to assist in public lands conservation, development, and protection projects on a voluntary basis. By the year's end more than 1,600 people had volunteered and contributed more than 130,000 hours of service. BLM field managers estimate the value of the work accomplished to be about \$900,000, at a cost to the government of about \$200,000 for supplies and guidance.

The volunteers included 197 college-student Resource Management Assistants, and 18 members of high school work groups who participated in BLM projects under a cooperative arrangement with the Student Conservation Association, a non-profit educational organization.

The bulk of the contributed services involved renewable resource programs: improving fish and wildlife habitat, rangeland, forestland, and watersheds; soil and water conservation; developing and maintaining trails, campgrounds, and other recreational resources; and working on archeological and historic sites. Volunteers and Student Conservation Program participants also assisted with geology and mineral assessment, surveying, engineering, planning, public affairs, and administrative support.

During FY 82, BLM conducted a pilot program in another supplementary workforce program, the Senior Community Service Employment Program. Under this program low income workers 55 and older do half-time work and receive on-the-job training from host agencies. By year's end BLM field offices in eight States were hosting 18 such workers, in cooperation with Green Thumb, Inc., one of the national sponsors of the program, created by Title V of the Older Americans Act. The test was quite successful and actions to expand use of this program will be pursued in FY 83.

V. APPENDIX

V. APPENDIX

BLM Organizational Structure

The Bureau of Land Management was established July 16, 1946, through consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934) as set forth in the President's Reorganization Plan 3 of 1946. Since 1946, BLM has evolved into a decentralized, line and staff organization.

BLM Headquarters Office, in Washington, D.C., is headed by the Director and Associate Director. They are supported by three Deputy Directors who function as line officials and who, together with the Director and Associate Director, provide top-level executive leadership and management.

The Headquarters Office develops and translates executive, legislative, and judicial policy into specific sets of programs to pursue national goals on a consistent basis throughout BLM's field organization. It identifies policy and decision needs for the mid and long-term future and supports Secretarial Officials in coordinating BLM programs with those of other Federal, state, and local governments. The Headquarters Office also assures that program responsibilities delegated to other BLM units are being fulfilled according to established policies and procedures.

There are 12 State Offices each headed by a State Director with line authority. These offices are the intermediate supervisory and administrative offices responsible for all land and resource programs within their geographic area of responsibility. Each BLM State Office administers a geographic area which generally conforms to State boundaries and consists of one or more States. The map, on the last page, shows the location of the State Offices. These offices are responsible for planning, developing, and managing renewable and nonrenewable resources programs, and for maintaining relations with the public and with a variety of organizations. The acreage which western State Offices manage ranges from seven million acres of public lands in Montana to about 150 million in Alaska. The Eastern States Office, headquartered in Alexandria, Virginia, manages approximately 60,000 acres in states which border on or are east of the Mississippi River and leases minerals on 24 million acres of federal reserved mineral ownership.

At the local level, 53 District Offices develop and carry out resource management work programs. Each office has responsibility for a portion of the geographical area under the jurisdiction of the State Office. Districts are the basic field component of BLM and are headed by a District Manager, who is a line official. In the lower 48 States, the largest district is the California Desert District which con-

tains more than 12 million acres. The smallest is Dickinson in North Dakota with 62,000 acres. The average size of a district in the lower 48 is about three million acres, or an area about the size of Connecticut. In Alaska, the Anchorage and Fairbanks District sizes are changing rapidly, due in large part to the Alaska National Interest Lands Conservation Act, and are, therefore, not broken out as to their respective size.

A District is divided into Resource Areas. The line official for an Area Office is the Area Manager who has responsibility for day-to-day resource management activities and implementation of on-the-ground actions for use of the public lands. Resource Areas in the lower 48 States range in size from about 5.3 million acres in the Stateline-Esmeralda Resource Area of Nevada to about 7,000 surface acres in the Oklahoma City Resource Area.

There are 157 Area Offices in BLM, many of them sharing office locations with District Offices, 52 are detached Resource Area Headquarters in separate communities.

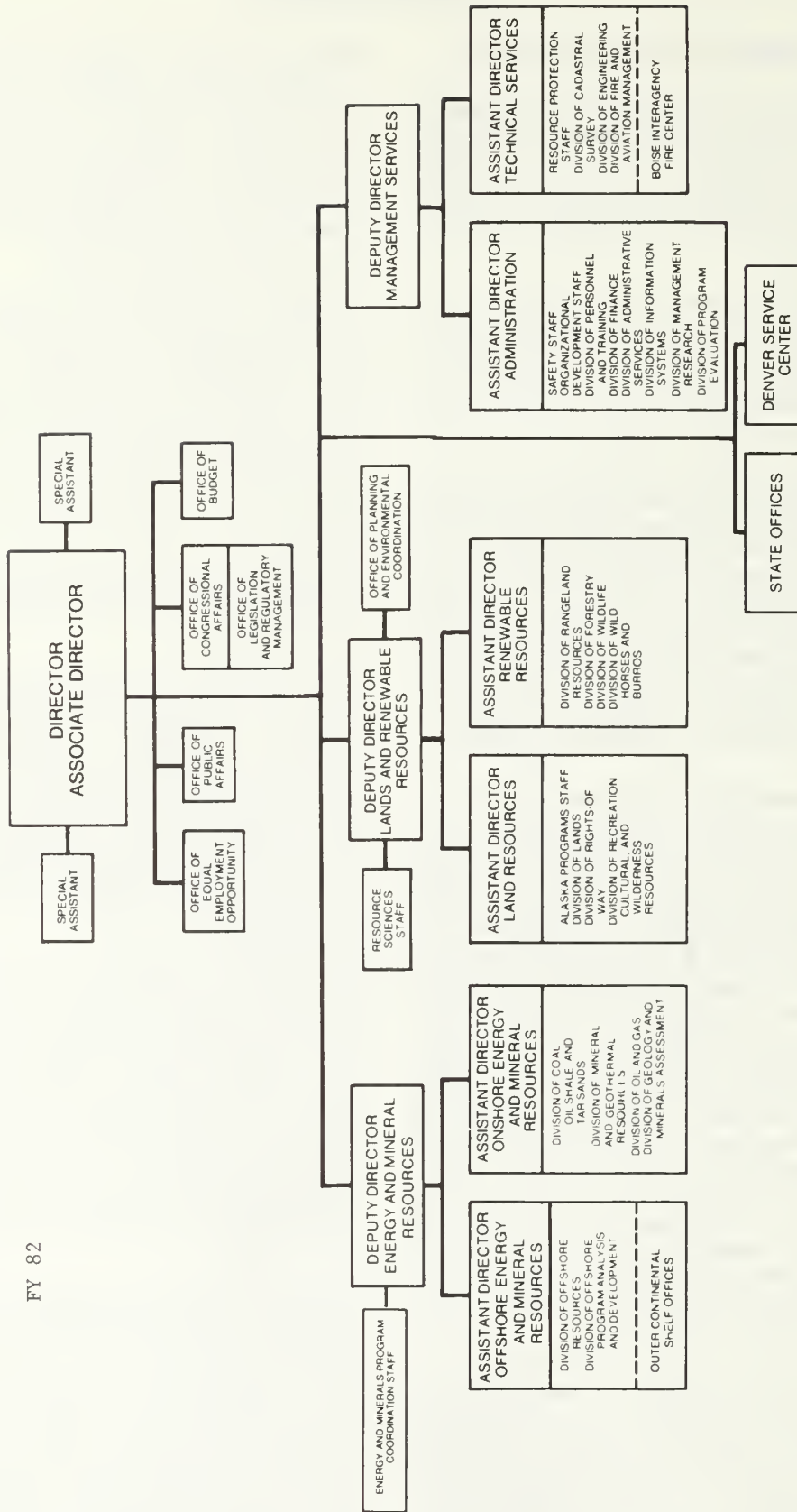
Two Field Offices provide special support to BLM: The Denver Service Center and the Boise Interagency Fire Center. The Denver Service Center provides consolidated administrative support to State and District Offices and, to some extent, to the Washington Office. It is also charged with gathering, storing, and retrieving natural resource data and adapting scientific and technological concepts to field use. The line official of the Service Center is a Director who reports to the BLM Director in Washington.

The mission of the Boise Interagency Fire Center (BIFC) is to pool interagency fire fighting resources and deploy them when wildfires get beyond the control of local BLM, Forest Service, Bureau of Indian Affairs, Fish and Wildlife Service, and National Park Service officials. The responsible BLM official is the BLM Director, BIFC, who reports to the Assistant Director, Technical Services in Washington. BIFC has a permanent work force which is supplemented by additional personnel as fire conditions dictate.

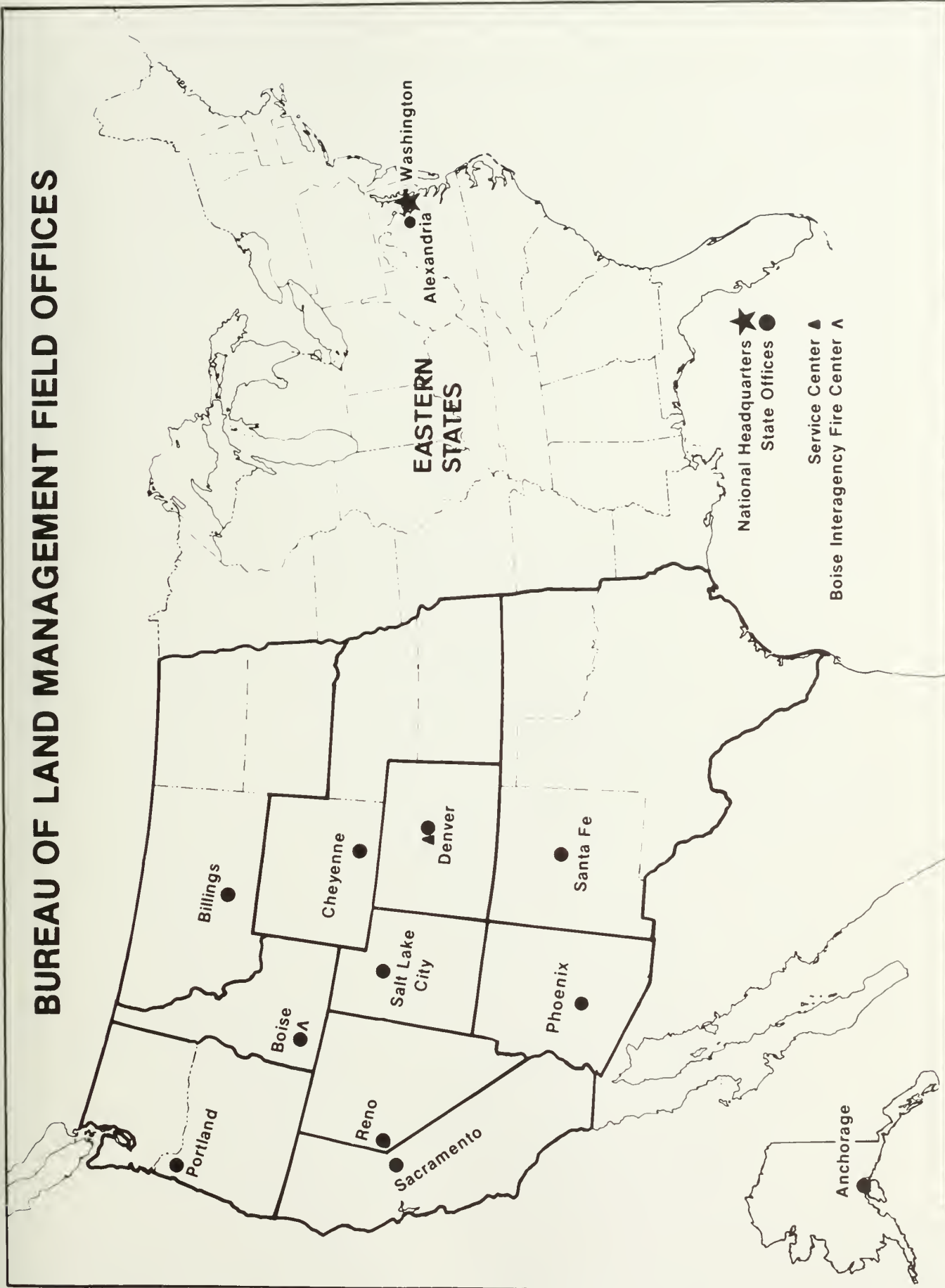
On June 30, 1981, the Secretary approved a reorganization of BLM's Headquarters Office with the changes effective October 15, 1981. The reorganization was designed to increase BLM's efficiency and effectiveness and place greater emphasis on high priority programs. Further adjustments to the organization have been made during the course of the year as a result of the Outer Continental Shelf program being consolidated into the Minerals Management Service. The current organization chart for BLM is shown as part of this appendix.

BUREAU OF LAND MANAGEMENT

FY 82



BUREAU OF LAND MANAGEMENT FIELD OFFICES



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